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ABSTRACT

This hearing was held to receive testimony related to H.R. 3042, the Dropout Prevention and Reentry Act, which would initiate a new Federal program of grants to school districts to mount demonstration programs. The programs would focus on the following: (1) identifying high risk students and preventing them from dropping out; (2) encouraging youth who have already dropped out to reenter school; and (3) developing model systems to collect information on the numbers of dropouts and their reasons for leaving school. The bill authorizes $50 million for fiscal year 1987 and such sums as necessary for the three succeeding years. Statements and materials by 27 witnesses are included. Comments focused on the following points: (1) the alarming numbers of dropouts in urban areas, and among minority groups and the disadvantaged; (2) the need for a uniform definition of "dropout"; (3) consequences of dropping out in unemployment, crime, and welfare assistance; (4) lack of knowledge about which programs are effective; (5) the importance of public-private partnerships in dealing with the problem; and (6) dropout characteristics. Witnesses were unanimous in support of the bill. (PS)

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H.R. 3042, THE DROPOUT PREVENTION AND REENTRY ACT

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

SECOND SESSION

HEARINGS HELD IN WASHINGTON, DC, ON MAY 20,
AND CHICAGO, IL, ON JUNE 23, 1986

Serial No. 99-119

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H.R. 3042, THE DROPOUT PREVENTION AND REENTRY ACT

TUESDAY, MAY 20, 1986

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 9 a.m., in room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins (chairman of the subcommittee) presiding.

Members present: Representatives Hawkins, Hayes, Martinez, Perkins, Gunderson, and Solarz.

Staff present: John F. Jennings, counsel; Nancy L. Kober, legislative specialist; and Andrew Hartman, Republican senior legislative associate.

Chairman **Hawkins**. The Subcommittee on Elementary, Secondary, and Vocational Education is called to order.

This morning, the subcommittee will hear testimony on H.R. 3042, the Dropout Prevention and Reentry Act, which is authored by our distinguished colleague Congressman Hayes.

The hearing itself, I think, speaks for the sponsor's continuing interest in this subject, and he has certainly pushed for early action on his proposal.

We are very pleased to have a distinguished panel of witnesses to testify on the issue. We will present them later, after we yield, at this time, to Congressman Hayes, who may desire to make a statement in reference to his bill.

The Chair will ask that the statement of the Chair be inserted in the record at this point. And, without objection, it is so ordered in order to save time.

[The opening statement of Chairman Hawkins follows:]

May 20, 1986

DROPOUT PREVENTION AND REENTRY ACT: OPENING STATEMENT

This morning the Subcommittee on Elementary, Secondary, and Vocational Education will hear testimony related to H.R. 3042, the Dropout Prevention and Reentry Act. Our colleague Congressman Hayes introduced this legislation, and we commend him for focusing attention on this urgent problem.

The number of dropouts has reached alarming proportions in many of our major urban areas. Students who drop out suffer from many disadvantages in later life: they are less likely to be employed; they do not earn as much when they are; they are more likely to receive welfare; and their health may be worse. They are more likely to be convicted of a crime.

H.R. 3042 would initiate a new Federal program of grants to school districts to mount demonstration programs. These programs would focus on identifying potential dropouts and preventing them from dropping out, encouraging youth who have already dropped out to reenter school, and developing model systems to collect information on the numbers of dropouts and their reasons for dropping out. For these purposes, the bill authorizes $50 million for fiscal year 1987 and such sums as necessary for the three succeeding fiscal years.

This morning we have a distinguished panel of witnesses to testify on this issue. But first, we recognize our colleague on the Committee, Congressman Hayes, to make a statement.

Chairman HAWKINS. We will yield, at this time, to Congressman Hayes.

STATEMENT OF HON. CHARLES A. HAYES, MEMBER OF CONGRESS, ILLINOIS

Mr. HAYES. Thank you, Mr. Chairman.

I, too, in the interest of time and a desire to hear the witnesses who have come here this morning—I have a prepared statement, but I'm not going to present it in its entirety.

I'd like to, however, have the entire statement entered in the record.

Chairman HAWKINS. Without objection, so ordered.

Mr. HAYES. Mr. Chairman, members of the subcommittee, it is indeed a pleasure for me to join you today as you hear testimony on H.R. 3042, the Dropout Prevention and Reentry Act—legislation I introduced to stem the tragic loss of talent and potential of so many of our young boys and girls.

I am by no means an expert on this issue of high school dropouts. But it doesn't take an expert to see the results of a premature departure from school.

I am glad to see that you have invited George Munoz, president of the Chicago School Board, to testify today. It was a meeting with President Munoz and the Chicago School Superintendent Manford Byrd that inspired the drafting of H.R. 3042.

Chicago, as you may know, has a school population of 430,000 students, 70 percent of whom are minority students.

President Munoz, I welcome you here today and look forward to receiving your testimony.

As many of you know, my roots are based in the trade union movement. As a member of the labor movement, most of my life has been geared toward helping people secure decent employment.

One of the key ingredients to obtaining employment in today's high technology society is education. Without a proper education, a person is all but destined to be on the low end of the totem pole of life. Their ability to earn a decent wage, their ability to secure decent living quarters, their ability to effectively function in American society or to simply enjoy the rewards of American life all depend on how much education they obtain.

Unfortunately, right now, thousands of our youth are needlessly carving themselves a niche at the bottom part of the totem pole I mentioned. How? By dropping out of school before they obtain their high school diploma.

Estimates of how many students drop out of school vary, in part, because there is no uniform definition of actually who a dropout is. Nevertheless, all the estimates I have seen indicate that the dropout phenomena is significant and widespread, especially among minority youth.

Our national dropout rate is somewhere around 29 percent—a figure representing millions upon millions of children who are fast becoming a part of what I fear will be the permanent underclass of American society. As a nation that prides itself on educational excellence, it is a figure that should be unacceptable to all Americans.

Mr. Chairman, I think that this will conclude at least that part of the statement I will present.

I'm awaiting the testimony of the witnesses.

[The prepared statement of Hon. Charles A. Hayes follows:]

TESTIMONY

OF

REP. CHARLES A. HAYES

ON

H.R 3042

THE DROPOUT PREVENTION AND REENTRY ACT

MAY 20, 1986

MR. CHAIRMAN, MEMBERS OF THE SUBCOMMITTEE, IT IS INDEED A PLEASURE FOR ME TO JOIN YOU TODAY AS YOU HEAR TESTIMONY ON H.R. 3042, THE DROPOUT PREVENTION AND REENTRY ACT -- LEGISLATION I INTRODUCED TO STEM THE TRAGIC LOSS OF TALENT AND POTENTIAL OF SO MANY OF OUR YOUNG BOYS AND GIRLS.

I AM BY NO MEANS AN EXPERT ON THE ISSUE OF HIGH SCHOOL DROPOUTS. BUT IT DOESN'T TAKE AN EXPERT TO SEE THE RESULTS OF A PRIMATURE DEPARTURE FROM SCHOOL.

I AM GLAD TO SEE THAT YOU HAVE INVITED GEORGE MUNOZ, PRESIDENT OF THE CHICAGO SCHOOL BOARD, TO TESTIFY TODAY. IT WAS A MEETING WITH PRESIDENT MUNOZ AND CHICAGO SCHOOL SUPERIENTENDENT MANFORD BYRD THAT INSPIRED THE DRAFTING OF H.R. 3042. CHICAGO, AS YOU MAY KNOW, HAS A SCHOOL POPULATION OF 430, 000 STUDENTS - - 70 PERCENT OF WHOM ARE

MINORITIY STUDENTS. PRESIDENT MUNOZ, I WELCOME YOU HERE TODAY AND LOOK FORWARD TO RECEIVING YOUR TESTIMONY.

AS MANY OF YOU KNOW, MY ROOTS ARE BASED IN THE TRADE UNION MOVEMENT. AS A MEMBER OF THE LABOR MOVEMENT, MOST OF M [illegible] EEN GEARED TOWARD HELPING PEOPLE SEC [illegible] NT EMPLOYMENT. ONE OF THE KEY INGREDIENTS TO OBTAINING EMPLOYMENT IN TODAY'S HIGH TECH SOCIETY IS EDUCATION. WITHOUT A PROPER EDUCATION, A PERSON IS ALL BUT DESTINED TO BE ON THE LOW END OF THE TOTEM POLE OF LIFE. THEIR ABILITY TO EARN A DECENT WAGE - - THEIR ABILITY TO SECURE DECENT LIVING QUARTERS - -THEIR ABILITY TO EFFECTIVELY FUNCTION IN AMERICAN SOCIETY OR TO SIMPLY ENJOY THE REWARDS OF AMERICAN LIFE - - ALL DEPEND ON

HOW MUCH EDUCATION THEY OBTAIN .

UNFORTUNATELY - - RIGHT NOW - -THOUSANDS OF OUR YOUTH ARE NEEDLESSLY CARVING THEMSELVES A NICHE IN THE BOTTOM PART OF THE TOTEM POLE I MENTIONED. HOW??? BY DROPPING OUT OF SCHOOL BEFORE THEY OBTAIN THEIR HIGH SCHOOL DIPLOMA.

ESTIMATES OF HOW MANY STUDENTS DROP OUT OF SCHOOL VARY -- IN PART BECAUSE THERE IS NO UNIFORM DEFINITION OF EXACTLY WHO A "DROPOUT" IS. NEVERTHELESS, ALL THE ESTIMATES I HAVE SEEN INDICATE THAT THE DROPOUT PHENOMENA IS SIGNIFICANT AND WIDESPREAD - - ESPECIALLY AMONY MINORITY YOUTH. OUR NATIONAL DROPOUT RATE IS SOMEWHERE AROUND 29 PERCENT - - A FIGURE REPRESENTING MILLIONS UPON MILLIONS OF CHILDREN WHO ARE FAST

BECOMING PART OF WHAT I FEAR WILL BE THE PERMANENT UNDERCLASS OF AMERICAN SOCIETY. FOR A NATION THAT PRIDES ITSELF ON EDUCATIONAL EXCELLENCE, IT IS A FIGURE THAT SHOULD BE UNACEPTABLE TO ALL AMERICANS.

THE CAUSES FOR THIS PROBLEM ARE MANY. GIVEN OUR CURRENT ECONOMIC CLIMATE, MANY OF THESE CHILDREN LEAVE SCHOOL TO HELP THEIR FAMILIES BEAT BACK THE GRIP OF POVERTY. WHILE SOME OF THEM MAY BE FORTUNATE ENOUGH TO FIND A JOB, THE VAST MAJORITY SOON DISCOVER THAT LEAVING SCHOOL PREMATURELY CAUSES LOSS OF ACCESS TO GOOD JOBS, REDUCED LIFETIME EARNINGS, AND THE RISK OF LONG PERIODS OF UNEMPLOYMENT - - ALL OF WHICH WILL ULTIMATELY LEAD TO A LOWER "QUALITY OF LIFE".

THE CHILDREN AND THEIR FAMILIES ARE NOT THE ONLY ONES WHO SUFFER IN THIS UNNECESSARY TRAGEDY.

THE CONSEQUENCES TO SOCIETY ARE EQUALLY AS DISMAL. THE FIRST THING THAT COMES TO MIND - - GIVEN OUR BUDGET PROBLEMS AND THE REDUCTION IN DOMESTIC SPENDING - - IS THE LIKIHOOD OF INCREASED DEMAND FOR UNEMPLOYMENT BENEFITS AND WELFARE PAYMENTS. ADDITIONALLY, OUR ECONOMIC OUTPUT IS DIMINISHED SINCE THE HUMAN RESOURCES NECESSARY TO PRODUCE QUALITY GOODS AND SERVICES ARE INCAPABLE OF MEETING THE REQUIREMENTS OF EMPLOYMENT.

ANOTHER CONSEQUENCE TO SOCIETY IS THE POSSIBLE INCREASE IN CRIME THAT DROPPING OUT OF SCHOOL CAN CAUSE.

YOUNG PEOPLE WITH NOTHING BUT TIME ON THEIR HANDS, WITH NO JOB TO GO TO, AND NO MONEY IN THEIR POCKETS, ESPECIALLY IN LARGE URBAN CENTERS SUCH AS THE THE SOUTH SIDE OF CHICAGO WHICH I REPRESENT, ARE PRIME CANDIDATES. STATISTICS SHOW THAT THE VAST MAJORITY OF THOSE INCARCERATED IN OUR PRISONS LACK A HIGH SCHOOL DIPLOMA.

H.R. 3042, WHICH HAS BEEN COSPONSORED BY 71 MEMBERS, INCLUDING SEVEN FROM THIS SUBCOMMITTEE, IS DESIGNED TO ASSIST LOCAL EDUCATION AGENCIES IN ESTABLISHING PROGRAMS TO ENCOURAGE STUDENTS WHO HAVE ALREADY DROPPED OUT TO RE-ENTER SCHOOL AND COMPLETE THEIR EDUCATION. IT IS ALSO DESIGNED TO HELP SCHOOL DISTRICTS ESTABLISH PROGRAMS TO HELP IDENTIFY STUDENTS AT RISK OF DROPPING

OUT AND PREVENT THEM FROM DOING SO.

AS OUR NATION'S SCHOOLS STRIVE FOR EDUCATIONAL EXCELLENCE, WE CANNOT - - INDEED, WE MUST NOT - - FORGET THOSE CHILDREN WHO HAVE FALLEN BY THE WAYSIDE. THE DROPOUT PREVENTION AND RE-ENTRY ACT CALLS FOR AN AUTHORIZATION LEVEL OF $50 MILLION. I REALIZE THAT IN THIS ERA OF GRAMM-RUDMAN, MANY OF OUR COLLEAGUES HAVE QUESTIONED THAT FUNDING LEVEL. I CAN TELL YOU, MR. CHAIRMAN, IT WILL BE PENNIES COMPARED TO THE VALUE OF THE LIVES WE CAN SAVE. OUR YOUTH ARE THE LEADERS OF THE FUTURE. IT IS MY HOPE THAT THE PASSAGE OF THE DROPOUT PREVENTION AND RE-ENTRY ACT WILL PROVIDE SCHOOL DISTRICTS WITH THE EXTRA INCENTIVE THEY NEED TO BRING THIS NATIONAL TRAGEDY TO AN END.

PAGE 8

THIS SUBCOMMITTEE HAS THE OPPORTUNITY TO **AGAIN** BE THE LEADING FORCE TO AFFECT OUR NATIONAL EDUCATION POLICY. I URGE YOU, MR. CHAIRMAN, AND MEMBERS OF THIS SUBCOMMITTEE, TO SEIZE THAT OPPORTUNITY AND MOVE QUICKLY IN APPROVING H.R. 3042.

THANK YOU.

Chairman **Hawkins**. Well, thank you, Mr. Hayes.

Mr. **Hayes**. Yeah.

Chairman **Hawkins**. Mr. Martinez, the Chair will yield to you if you care to make a statement at this point.

Mr. **Martinez**. Well, in the interest of time, I won't make a statement, but I'll just say a couple of words.

Nobody is more aware of dropouts and the reasons for dropping out than I am. I came from a family of nine children. Only two completed high school—myself and my older sister.

And I think it is something that we have to do something about. Certainly, there are factors in the environment, the family home, that are really at the bottom cause for young people to drop out. And we've got to make up for that in some way.

Certainly, where the home can't do it, the school should be able to do it. And I am very interested in Charlie Hayes' legislation.

Thank you.

Chairman **Hawkins**. Thank you, Mr. Martinez.

The Chair would like to call to the witness table the witnesses who will compose a panel. And as I call their names I hope they will be seated in front of us at the witness table.

Mr. William J. Gainer, Associate Director, Human Resources Division, the General Accounting Office.

Ms. Frances Haywood, vice president, United Teachers of Los Angeles.

Mr. George Munoz, president, board of education, Chicago Public Schools.

The Chair would like, at this time, to recognize one of the witnesses, Ms. Frances Haywood, who is vice president of the United Teachers of Los Angeles, and a friend, and one who certainly has been very helpful to the Chair in many ways in the area of Los Angeles.

We perhaps have a little larger school district than even that of Chicago, Mr. Hayes. We possibly have more dropouts than you have. It is a continuing interest to us. And obviously we are very much concerned with the proposal.

Ms. Haywood represents a group of teachers, certainly the largest group of teachers in Los Angeles. And we are delighted that she has taken the time to come all the way across the country.

Mr. Martinez and I make this trip constantly. And we have learned not to enjoy the trip because of the distance.

And certainly it is a distinct pleasure to have her as one of the witnesses this morning.

We will call on the witnesses as they were introduced, beginning with Mr. Gainer of the General Accounting Office.

Mr. Gainer, we are delighted to have you with us too.

STATEMENT BY WILLIAM J. GAINER, ASSOCIATE DIRECTOR, HUMAN RESOURCES DIVISION, GENERAL ACCOUNTING OFFICE

Mr. **Gainer**. Thank you, Mr. Chairman.

I am pleased to be here today to assist you in your deliberations on H.R. 3042, the Dropout Prevention and Reentry Act.

My testimony will provide summary information on the current state of knowledge, based on our ongoing review of national youth surveys and the literature on this subject, which we are performing at the subcommittee's request.

In particular, I will discuss the number of dropouts, the factors related to youth dropping out of school, and the severe labor market consequences of not finishing high school.

Before I do, though, I'd like to describe just why I believe we should be concerned with the dropout problem. Given the fact that we've seen statistics, over the years, that overall high school completion has risen dramatically. Only 38 percent of persons aged 25 to 29 completed high school in 1940, compared with 86 percent in 1984.

For blacks, the increase in high school completion has been even more striking, rising from 12 percent in 1940 to 79 percent in 1984.

But despite this progress, there are countervailing factors which cause concern even though the graduation rates are improving. One such factor is that high school students' achievement levels declined during the late sixties and the seventies. In addition, the unemployment rate for black youth has risen steadily over a long period of time and continues to do so today.

For example, in 1972, the unemployment rate for black teenagers was already 35 percent. But through recession and recovery it has continued to rise to 43 percent in 1986.

For their white counterparts, the unemployment rate was much lower—14 percent in 1972, and up only slightly in 1986.

Not only has this substantial widening of the racial gap in unemployment rates for youth occurred, but there has also been an increase in the gap between black and white youth who even seek work.

In 1986, the labor force participation rate of black youth was 57 percent, while for whites it was 68 percent.

But to come back to dropouts, and this is the crucial point, chronic joblessness is concentrated among poor and minority youth who have dropped out of school.

To summarize what is known and not known about dropouts, I'd like to make five points and then elaborate on each one.

First, data on the number of school dropouts are inconclusive. National estimates of the rate at which youth drop out range from 13 to 25 percent depending on the source of the data and the methodology used.

Research findings generally have shown much higher dropout rates for inner-city youth, Hispanics, blacks, and disadvantaged young people.

What is not as commonly known is that during the several years after youth drop out, sizable proportions of these youth return to school.

As I said earlier, the labor force consequences or employment opportunities are very poor for youth that drop out of school, and they are worse for blacks than for whites.

Finally, based on our review of the literature, and I think this is very relevant to the legislation under consideration, it is not generally known what works in terms of specific interventions to prevent youth from dropping out of school or to encourage their reentry.

THE NUMBER OF DROPOUTS

Data on the number of dropouts is inconclusive because definitions of dropouts vary and data collection and computing methods differ, as do the populations that have been studied in the various surveys.

We looked at two basic sources, national surveys and school district data. The national surveys provide education progress information on samples of youth—individuals—in contrast to school district administrative records which necessarily must lose track of many students who leave a school or a geographic area.

The first survey we looked at was the Current Population Survey. This survey covers households on a nationwide basis, which we believe is generally representative of the dropout problem. School dropouts in that survey are defined as persons who are neither enrolled in school nor are high school graduates.

In 1985, this survey showed a dropout rate of 13 percent for 16 to 24 year olds who were dropouts. This equates to 4.3 million dropouts, of whom 3.5 million were white and about 700,000 were black.

The CPS data also show that the overall dropout rate for youth age 16 to 24 has remained roughly the same for each of the past 10 years, declining from 20 percent in the early sixties.

The dropout rate for blacks, however, has declined from 21 percent in October 1974 to 15 percent in October 1985. But, as I said earlier, during that same period of time the youth unemployment rate has increased substantially, particularly for black and inner-city youth.

We also reviewed two national longitudinal surveys of youth—High School and Beyond, which has periodically surveyed 30,000 individuals who were high school sophomores in 1980, and the National Longitudinal Surveys of Labor Market Experience.

According to High School and Beyond, about 14 percent of 1980 high school sophomores dropped out before their expected graduation in 1982.

However, the dropout rate from households with low income, low skill wage earners, and limited educational backgrounds for the parents was about three times the rate of those from the high end of the socioeconomic scale—17 percent for those in the lowest group, 5 percent for those in the highest income group.

According to the National Longitudinal Surveys, among youth age 18 during the period 1979–82, about 15 percent of whites, 17 percent of blacks, and 31 percent of Hispanics failed to complete high school.

For older minority youth, age 21, the dropout rates are more severe. For whites, blacks, and Hispanics, they were 12, 23, and 36 percent respectively.

As for school system data, individual school districts differ in the procedures which they use. For example, some school districts count as dropouts students who have moved to other areas but reenroll in school, some exclude private school enrollments. Others count youth as in school who have transferred to high school and then drop out.

School districts may look at the number of youth who entered the fifth grade, compare it to the number graduating 8 years later, and consider the difference to be dropouts.

National data, understandably, from these widely diverse school district practices, show a number that is substantially different than those based on the national surveys—that is, that about one in four youths do not graduate from high school.

Thus, the various national surveys cited have the quality of giving you a representative idea of what's happening in the Nation in terms of dropouts, while school district data must be viewed with some skepticism because the districts cannot have complete information on many students who return and finish their high school education in other places.

I think the implication for the legislation you're considering is that at the local level a standard definition would be very useful, and some guidelines for these at the national level would probably be useful to school districts.

But in order to get a good estimate of dropouts you're still going to have to go back to a national survey.

As I indicated earlier, research has shown higher dropout rates for Hispanics, blacks, and low-income youth, but there are a variety of other factors.

One study showed that dropouts report a variety of reasons for leaving school—poor grades, not liking school, marriage or marriage plans, pregnancy, and a preference to work instead of going to school.

Another study measured the characteristics and circumstances of youth directly to isolate predictors of who was likely to drop out. The following factors are the most important—those youth who were 2 or more years behind grade level, those who were pregnant, those from single parent households or households where the father had dropped out of school, and those youth with little knowledge of the labor market.

One thing that confounds dropout statistics is, as I mentioned earlier, the fact that many people return to school after they initially drop out.

High School and Beyond survey data show that about one-half of the sophomores who dropped out of school between 1980 and 1982 had returned to school or were in GED classes by 1984. Of this group, 38 percent had completed their diploma requirements by 1984.

And here is another crucial point. White dropouts were more likely to return and complete school than blacks or Hispanics, as were youth in suburban areas as opposed to those in rural or innercity areas.

The data also show that black and Hispanic youth with medium and high scores on reading, vocabulary, and mathematics achievement tests taken when they were sophomores were much more likely to return and complete school than were their white counterparts. So that if the early high school education experience is good for youth who might ordinarily be at risk of dropping out, they're going to do better than if that early experience is poor.

I want to mention, however, that the analysts of the study I've been referring to here also pointed out that the figures for youth who return to school and complete school are not indicative of the experience of younger dropouts, that is, those who drop out before the 10th grade. When these younger students drop out, they are thought to be much less likely to return to school.

The labor market consequences for youth who drop out of school are very poor. According to 1985 Current Population Survey data, one in four dropouts age 16 to 24 were unemployed. This compares to a much lower number, 1 in 10, for those who finish high school.

In addition, large proportions of dropouts do not even seek work. For example, only 68 percent of the 16- to 24-year-old dropouts were in the labor force in contrast to nearly 20 percentage points more, 87 percent, of the graduates.

The CPS also showed that black dropouts were far less likely to be in the labor force than whites, and that they had much higher unemployment rates.

In 1985, 53 percent of black dropouts were in the labor force, and two-fifths of those were unemployed, two out of five. In contrast, nearly three-quarters of white dropouts were in the labor force, and about one-fourth were unemployed.

Dropouts who were employed were also in lower skilled jobs than were the graduates. For example, among the employed male dropouts ages 16 to 24, about two-fifths were working as machine operators, fabricators, laborers, and other low skill jobs. Only 8 percent were in higher skilled technical, sales, and administrative support positions—8 percent, which compares to 20 percent among graduates.

Looking at programs to intervene for dropouts, the literature we examined showed that many programs are being undertaken which are aimed at dropout prevention, school reentry, remedial education, and employment related training. However, with few exceptions, such as the Job Corps, there is little information available on the numbers and characteristics of the persons served or on the effectiveness of the programs.

That doesn't mean that local programs are not effective. We just don't know, based on the research that's been done, which programs are effective.

For example, a Congressional Research Service report on high school dropouts, noting this lack of information, suggested that the knowledge gap may be due, in part, to the difficulty in distinguishing between programs for dropouts and those for disadvantaged youth generally.

A similar review by the National Academy of Sciences points out that there is little information on how to prevent youth from dropping out, how to encourage their reentry, or how to recruit and retain dropouts in "second chance" programs. It recommends that dropouts be given priority in employment and training programs, and that the subject be given priority in research agendas. I think that's also crucial to the bill under discussion here because the kind of demonstration that is being proposed is probably very necessary, because it has an evaluation component, and because it would support the building of a knowledge base that could be used by school districts all over the country.

In conclusion, although for higher proportions of youth complete high school today than 20 years ago, the absolute number of dropouts is still very troublesome, particularly among minority youth. And the labor market consequences of dropping out in terms of unemployment and earnings, for that matter, are quite severe. What is still not known is what works, what helps improve the educational and training opportunities and the employment prospects for dropouts.

At the subcommittee's request, we will continue to study this area, and plan to do a field survey of local programs to find out which interventions are likely to be helping dropouts. We're going to begin that work in the near future.

Mr. Chairman, that concludes my prepared statement.

Chairman **Hawkins**. Thank you.

[The prepared statement of William J. Gainer follows:]

U.S. GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

FOR RELEASE ON DELIVERY
EXPECTED AT 9:30 A.M.
TUESDAY, MAY 20, 1986

STATEMENT OF
WILLIAM J. GAINER, ASSOCIATE DIRECTOR
HUMAN RESOURCES DIVISION

BEFORE THE
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION
HOUSE COMMITTEE ON EDUCATION AND LABOR
ON
THE SCHOOL DROPOUT PROBLEM

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to assist you in your deliberations on H.R. 3042, The Dropout Prevention and Reentry Act of 1985. My testimony will provide summary information on the current state of knowledge on the school dropout problem. This information is from our ongoing review of national youth surveys and the literature which we are performing at the Subcommittee's request. In particular, I will discuss (1) the number of dropouts, (2) the factors related to youth dropping out of school, and (3) the labor market consequences of not finishing high school.

Before I do though, I'd like to describe why we should be concerned with dropouts, given the fact that overall, high school completion has risen dramatically in the past half century--only 38 percent of persons age 25-29 completed high school in 1940, compared with 86 percent in 1984. For blacks the increase in high school completion has been even more striking, rising from 12 percent in 1940 to 79 percent in 1984. But despite this progress there are countervailing factors which cause concern even though graduation rates are increasing. One such factor is that high school students' achievement levels declined during the late 1960s and the 1970s. In addition, the unemployment rate for black youth has risen steadily over a long period of time and continues to do so. For example, in 1972, the unemployment rate for black teenagers was already 35 percent, but continued to rise to 43 percent in April 1986. For their white counterparts, the unemployment rate was much lower--14 percent in 1972 and up only slightly to 16 percent in April 1986.

Not only has this substantial widening of the racial gap in unemployment rates for youth occurred, but there has also been an increase in the gap between black and white youth who even seek work. In April 1986, the labor force participation rate of black youth was 57 percent, while for whites it was 68 percent. Now to come back to dropouts, and this is the crucial point, chronic joblessness is concentrated among poor and minority youth who have dropped out of school.

To summarize what is known and not known about dropouts, I'd like to make five points and then elaborate on each one.

--First, data on the number of school dropouts are inconclusive. National estimates of the rate at which youth drop out of school range from about 13 to 25 percent. The differences result from factors such as varying definitions, data collection methods and the group of youth studied.

--Second, research findings generally have shown much higher dropout rates for inner city youth, hispanics, blacks, and disadvantaged young people. Among the factors which are good predictors of which young people will drop out are being two or more years behind grade level, being pregnant, and coming from a home where the father dropped out of school.

--During the first several years after youth drop out, sizeable proportions of young dropouts (perhaps as high as 50 percent) return to school or enroll in General Education Development (GED) programs.

--Labor market opportunities are poor for youth who have not completed high school, and they are worse for blacks than for whites, as evidenced by continually worsening unemployment rates for black teenagers and young adults.

--Finally, based on our review of the literature and other literature summaries, it is not generally known "what works" in terms of specific interventions to prevent youth from dropping out of school or to encourage their reentry.

NUMBER OF DROPOUTS

Data on the number of dropouts are inconclusive. Definitions of dropouts vary, and data collection and computing methods differ, as do the populations that are studied. These factors largely account for the wide range of estimates of dropouts. We looked at the two basic sources for dropout statistics--national surveys and school district records. The national surveys provide education progress information from samples of the youth population in contrast to school district administrative records which necessarily lose track of many students who leave the school or geographic area.

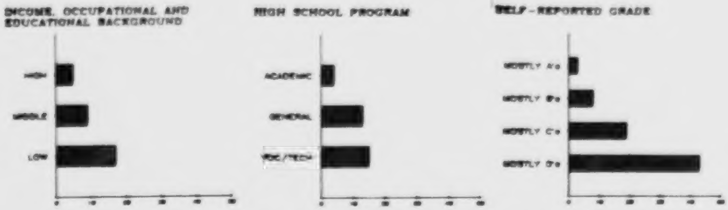
We reviewed data from the Bureau of Labor Statistics' Current Population Survey (CPS), a survey of households which is representative of the working age civilian population. School dropouts in that survey are defined as persons who are neither enrolled in school nor high school graduates. (High school completion includes attainment of the GED.) October 1985 CPS data show that 13 percent of 16-24 year olds were dropouts. This equates to 4.3 million dropouts, of whom about 3.5 million were white and about 700,000 were black.

CPS data also show that the dropout rate for youth age 16-24 has remained roughly the same for each of the past ten years, about 13-14 percent, declining from 20 percent in the early 1960's. For white youth, the dropout rate has been about 13 percent for the past decade; while for blacks the dropout rate has declined--from 21 percent in October 1974 to 15 percent in October 1985. (Exhibit A.)

We also reviewed analyses of data from two national longitudinal surveys of youth--High School and Beyond (sponsored by the Department of Education), which has periodically surveyed over 30,000 individuals who were high school sophomores in 1980, and the National Longitudinal Surveys of Labor Market Experience (sponsored by the Department of Labor), which tracks over 12,000 youth who were 14-21 years old when first interviewed in 1979. These surveys are principal sources of recent data on dropouts.

According to data from High School and Beyond, about 14 percent of 1980 high school sophomores dropped out before their expected graduation in 1982. However, the dropout rate for youth from households with low income, low skill wage earners, and limited educational backgrounds was about three times the rate of those from the high end of the socioeconomic scale (17 percent vs. 5 percent, respectively). (Figure 1.)

FIGURE 1
DROPOUT RATES OF 1980 HIGH SCHOOL SOPHOMORES
(FALL 1982)



SOURCE: SAMUEL S. PENG (HIGH SCHOOL AND BEYOND).
U.S. DEPARTMENT OF EDUCATION

According to data from the National Longitudinal Surveys, among youth age 18 during the period 1979-82, about 15 percent of whites, 17 percent of blacks and 31 percent of hispanics failed to complete high school (or attain a GED certificate). For older youth (age 21), the dropout rates for whites, blacks and hispanics were 12 percent, 23 percent, and 36 percent, respectively, which indicates that fewer blacks and hispanics return and complete school.

As for school system data, individual school districts differ in the procedures which they use to define dropouts and calculate rates. For example, some school districts count as dropouts, students who have moved to other areas and enrolled in other schools; some exclude private school enrollments; others count youth as "in school" who have transferred to "night school" and subsequently dropped out.

School districts may look at the number of youth who entered the fifth grade, compare it to the number graduating 8 years later, and consider the difference to be dropouts. National data based on these widely diverse school district practices, show that in each year for the past decade about one in four youth in the U.S. did not graduate in the year they would have been expected to complete high school. School district data, however, show much larger dropout rates for inner city public schools, including reports of rates of 50 percent or more for some schools.

Thus, the various national surveys cited here provide representative estimates of the extent of the dropout problem among various subgroups, while school district data must be viewed with some skepticism because they cannot have complete information on many students.

FACTORS RELATING TO DROPPING OUT OF SCHOOL

As I indicated earlier, research has shown higher dropout rates for hispanics, blacks, and low-income youth. One study showed that, overall, youth dropouts report the following reasons for leaving school--poor grades, not liking school, marriage or marriage plans, pregnancy, and a preference for work versus school. (See Exhibit B.)

Another study[1] measured the characteristics and circumstances of youth directly to isolate predictors of who is likely to drop out. The following were shown to be important factors in identifying students at risk:

--those who were two or more years behind grade level,
--who were pregnant,
--those from single parent households or where the father had dropped out of school, and
--those with little knowledge of the labor market.

This study also found that youth were more likely to stay in school if they were enrolled in a college preparatory curriculum, were satisfied with school, did not intend to marry within 5 years, expected to attend college, and had more regular religious attendance.

DROPOUTS WHO REENTER SCHOOL

A significant number of dropouts eventually return to school. High School and Beyond survey data show that about half of the sophomores who dropped out of school between 1980 and 1982 had returned to school or were in GED classes by 1984. Of these youth, 38 percent had completed their diploma requirements by 1984. (The others were either still enrolled in school or had dropped out again.) White dropouts were more likely to return and complete school than blacks or hispanics. But black and hispanic males were more likely to return and graduate than their female counterparts.[2] (Figure 2.)

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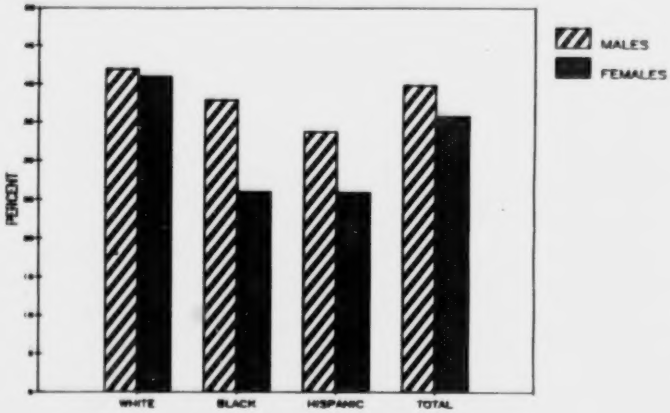
[1] Michael E. Borus and Susan A. Carpenter, "Choices in Education," Chapter 4 in *Youth and the Labor Market, Analysis of the National Longitudinal Survey*, Michael E. Borus, Editor, The W. E. Upjohn Institute for Employment Research, 1984.

[2] The difference between the proportions of white and black dropout youth who returned and completed school is largely accounted for by the lower school return and completion rates of young black women.

FIGURE 2
PERCENT OF DROPOUTS WHO RETURNED AND COMPLETED SCHOOL BY RACE/ETHNICITY AND SEX



SOURCE: ANDREW J. KOLSTAD & JEFFREY A. OWINGS
(HIGH SCHOOL AND BEYOND), U.S. DEPARTMENT OF EDUCATION

These data also show that black and hispanic youth with medium and high scores on a reading, vocabulary, and mathematics achievement test taken when they were sophomores, were more likely to return and complete school than were their white counterparts. (Exhibit C.)

I want to mention, however, that the analysts of this study also pointed out that the 38 percent figure for youth who return and complete school--and the 50 percent estimate for youth who return to school--are not indicative of the experience of younger dropouts, who left school before the middle of the tenth grade. The researchers believe that when these youth drop out they are less likely to return to school.

The National Longitudinal Surveys also allow the isolation of factors associated with dropouts returning to school. For example, those who were expecting to attend college, were never married, younger, or lived in counties with higher per pupil expenditures were more likely to return to school.

LABOR MARKET CONSEQUENCES OF DROPPING OUT

For youth who drop out, labor market opportunities are poor. According to 1985 CPS data, about one in four dropouts age 16-24 were unemployed, compared with about one in ten high school graduates (who were not enrolled in school). In addition, large proportions of dropouts do not even seek work. For example, 68 percent of the 16-24 year old dropouts were in the labor force (those employed and those without a job and seeking work), in contrast to 87 percent of the graduates (not enrolled in school). Data from the National Longitudinal Surveys showed similar differences in labor market success between dropouts and graduates. They also showed that dropouts who were employed were in less desirable jobs. (Exhibit D.)

The CPS also showed that black dropouts were far less likely to be in the labor force than whites, and that they had much higher unemployment rates. In 1985, fifty three percent of black dropouts were in the labor force, and two-fifths of these were unemployed. In contrast, 71 percent of white dropouts were in the labor force and about one-fourth were unemployed.

Dropouts who were employed were in lower skilled jobs than were graduates. For example, among the employed male dropouts ages 16-24, about two-fifths were working as machine operators, fabricators and laborers, and about one-sixth were in service jobs. Only 8 percent were in higher skilled technical, sales, and administrative support positions. Conversely, about 20 percent of male graduates were in these higher skill jobs.

Similarly, over half of women graduates were in technical, sales and administrative support jobs in contrast to about one-fourth of the dropouts who were much more likely to be working in the lower skill occupations.

PROGRAMS FOR DROPOUTS

The literature we examined showed that many programs are being undertaken which are aimed at dropout prevention, school reentry, remedial education and employment related training. However, with few exceptions, there is little information available on the numbers and characteristics of the persons served or on the effectiveness of the programs. A Congressional Research Service issue brief on high school dropouts, noting this lack of information, suggests that the knowledge gap may be due in part to the difficulty in distinguishing between programs for dropouts and those for disadvantaged youth generally. It also mentions that there are no national data compiled on dropout programs because most programs have been designed for communities. Similarly, a review by the National Academy of Sciences' National Research Council on evaluations of employment and training programs for youth, points out that there is little information on how to prevent youth from dropping out of school, encouraging their reentry, or recruiting and retaining dropouts in "second chance" employment and training programs. It recommends that dropouts be given priority in employment and training programs, and that the dropout issue be given priority in research.

In conclusion, although far higher proportions of youth complete high school today than 20 years ago, the absolute number of dropouts is still very troublesome--particularly among minority youth. And the labor market consequences of dropping out in terms of unemployment are quite severe. What is still not known is "what works" in improving the educational and employment prospects for dropouts. At the Subcommittee's request, we will be surveying school districts over the next year to identify and provide information on interventions which may help to reduce the number of dropouts.

— — — —

Mr. Chairman, this concludes my prepared statement. I and my colleagues would be pleased to respond to any questions.

EXHIBIT A EXHIBIT A

Dropout Rates of Youth Ages 16 to 24 [a] By Race and Sex, for Selected Years

	Dropout Rate (Percent)				
	Total Youth Ages 16-24	Men 16-24	Women 16-24	Whites 16-24	Blacks 16-24
October 1985	13	13	12	12	15
October 1984	13	14	12	13	16
October 1983	14	15	13	13	18
October 1982	14	14	13	13	18
October 1981	14	15	13	13	19
October 1978	14	15	14	13	20
October 1974	14	14	14	13	21[b]

[a] Dropouts are persons who are not enrolled in school and who are not high school graduates.

[b] Blacks and other races.

Source: Adapted from unpublished tabulations from the Bureau of Labor Statistics, Current Population Survey, October 1984 and October 1983; and from the following Bureau of Labor Statistics sources: table B-4 and table B-14, Students, Graduates, and Dropouts, October 1980-82, Bulletin 2192; Table A, Table B, and Table K, Students, Graduates, and Dropouts in the Labor Market, October 1978, Special Labor Force Report 223; and Table A, Table B, Table M-1, and Table M-2, Students, Graduates, and Dropouts in the Labor Market, October 1974, Special Labor Force Report 180.

EXHIBIT B EXHIBIT B

Reasons for Dropping Out Cited by Dropouts From 1980 Sophomore Cohort, by Sex

Reasons	Male	Female
	Percent	
School Related		
1. Expelled or suspended	13.0	5.3
2. Had poor grades	35.9	29.7
3. School was not for me	34.8	31.1
4. School ground too dangerous	2.7	1.7
5. Didn't get into desired program	7.5	4.5
6. Couldn't get along with teachers	20.6	9.5
Family Related		
1. Married or planned to get married	6.9	30.7
2. Was pregnant	N/A	23.4
3. Had to support family	13.6	8.3
Peer Related		
1. Friends were dropping out	6.5	2.4
2. Couldn't get along with students	5.4	5.9
Health Related		
Illness or disability	4.6	6.5
Other		
1. Offered job and chose to work	26.9	10.7
2. Wanted to enter military	7.2	.8
3. Moved too far from school	2.2	5.3
4. Wanted to travel	7.0	6.5

Note: Students might report more than one reason.

Universe: A total of 2,289 dropouts from among more than 30,000 sophomores in 1980 from 1,015 high schools throughout the U.S.

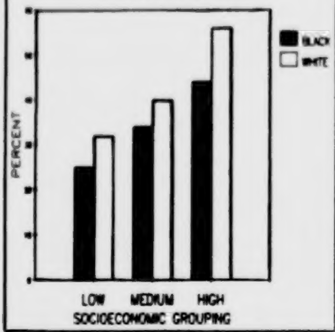
Source: High School and Beyond, NCES 93-221b, National Center for Education Statistics, U.S. Department of Education. Cited in Table 8, High School Dropouts: A National Concern by Samuel S. Peng, National Center for Education Statistics, U.S. Department of Education, prepared for the Business Advisory Commission, Education Commission of the States, March 1985.

EXHIBIT C

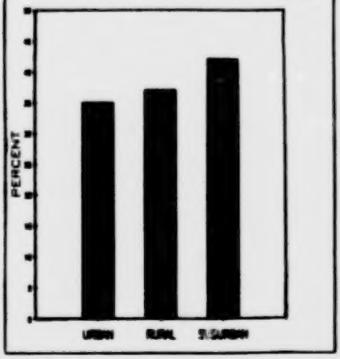
EXHIBIT C

PERCENT OF DROPOUTS IN 1980 – 1982 WHO RETURNED AND COMPLETED SCHOOL BY 1984

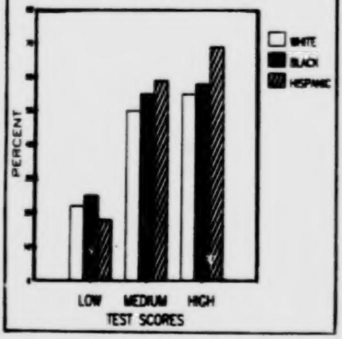
IN EACH SOCIOECONOMIC GROUPING, BLACK DROPOUTS WERE LESS LIKELY TO RETURN AND COMPLETE SCHOOL THAN WERE WHITES



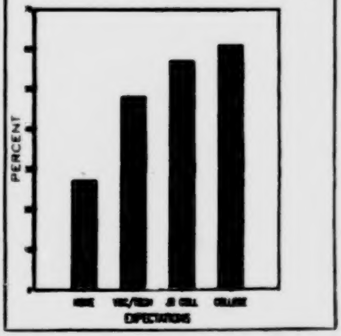
SUBURBAN DROPOUTS WERE MORE LIKELY TO RETURN AND COMPLETE SCHOOL THAN THOSE FROM URBAN AND RURAL AREAS



BLACKS AND HISPANICS WITH HIGH AND MEDIUM TEST SCORES WERE MORE LIKELY TO RETURN AND COMPLETE SCHOOL THAN THEIR WHITE COUNTERPARTS



THOSE YOUTH WHO EXPECTED TO GO TO COLLEGE BUT DROPPED OUT OF HIGH SCHOOL WERE MORE LIKELY TO RETURN AND COMPLETE HIGH SCHOOL



SOURCE: ANDREW J. KOLSTAD & JEFFREY A. OWINGS
(HIGH SCHOOL AND BEYOND), U.S. DEPARTMENT OF EDUCATION

EXHIBIT D EXHIBIT D

Job Characteristics, by High School Completion Status, 1979

Characteristics	Nonenrolled High school graduates	High school dropouts
Opportunities provided by job[a]		
To do a number of different things	74.6	57.3
To deal with people	83.4	72.9
For independent thought or action	73.4	65.3
To do a job from beginning to end	88.3	79.4
To feel that the job itself is very significant or important in the broader scheme of things	76.8	67.7
Characteristics of Job [b]		
The skills you are learning would be valuable in getting a better job	76.1	64.4
The job is dangerous	33.3	41.6
Your are exposed to unhealthy conditions	24.3	30.1
The pay is good	73.8	68.5
The job security is good	82.8	74.8

[a] Proportion who felt the job gave a moderate amount, quite a lot or or a maximum amount.

[b] Proportion who felt the statement was very or somewhat true.

Universe: A total of abut 3,000 youth age 18-22 on interview date in 1979 who were employed and not enrolled in school, from the National Longitudinal Surveys.

Source: Adapted from table 16.6 in Pathways to the Future: A Longitudinal Study of Young Americans Preliminary Report: Youth and the Labor Market--1979 by Michael E. Borus, Joan E. Crowley, Russell W. Rumberger, Richard Santos, and David Shapiro, Center for Human Resource Research, The Ohio State University, January 1980.

Chairman **Hawkins**. The next witness is Ms. Haywood.

We welcome you and look forward to your testimony.

STATEMENT OF FRANCES HAYWOOD, VICE PRESIDENT, UNITED TEACHERS OF LOS ANGELES

Ms. **Haywood**. Thank you, Congressman Hawkins. And thank you for those kind words earlier.

I have a prepared statement which I'd like to have entered in to the record.

Chairman **Hawkins**. Without objection, the statement in its entirety will be entered in the record.

Ms. **Haywood**. I am Frances Haywood, vice president of United Teachers, Los Angeles. United Teachers, Los Angeles, is affiliated with both the National Education Association and the American Federation of Teachers. And we represent the 32,000 teachers and other school personnel in the Los Angeles Unified School district.

Our UTLA members and teachers throughout this country are in the front line every day to ensure that every school child is provided a quality education that will make him or her a productive citizen.

We believe that the enactment of the Dropout Prevention and Reentry Act, H.R. 3042, would be an important step in addressing the dropout problem by providing our children with alternatives to leaving the classroom. For this reason, I am pleased to appear before the subcommittee to share my views and the concerns of teachers on this national problem which has reached epidemic proportions.

The national statistics are grim, with two-thirds of the students who drop out do so because they have given up on school as a vehicle for their success, but, more devastating, they have given up on themselves.

The loss of even one student is a waste of the human potential this Nation can ill afford.

In California, my home State, the statistics are even more staggering. California, whose economic wealth and natural resources would rank it as one of the top 10 nations in the world, has the dubious distinction of ranking 34th among all States in the percentage of students who do not graduate. Twenty-three percent of California students do not complete high school.

In the Los Angeles Unified School District, with over 600,000 students, the conservative percentage is 43 percent of the students do not complete high school. This is further aggravated in Los Angeles by the critical teacher shortage, the 84 languages spoken, over 100,000 students who have been identified as limited English proficient speakers, the diversity of the student population, and the dwindling source of funding for education.

The district, last year, set aside $1 million to fund its dropout program. With a 43-percent dropout rate, $1 million does not begin to address the problem. H.R. 3042 could go a long way in helping.

I want to stress that student attrition from school is not an urban problem. It is a problem that crosses all ethnic groups and is in rural and suburban communities.

In a study completed by the California Assembly Office of Research, it was found that statewide, in 119 schools, the dropout rate was more than 40 percent. And of those 119 schools, 80 percent of the high schools were in medium to small school districts of fewer than 40,000 students.

Our children who dropped out or are at risk fail to see that they simultaneously set in motion an unfortunate sequence of events that will continually rob them not only of a high school diploma, but also a better job, higher wages, the ability to participate in the democratic process as informed voters, and, more importantly, they will not be able to help their own children.

Dropouts also become the functional illiterates of our society.

While the number of functional illiterates increase, their numbers are not distributed equitably amongst all groups. Forty percent of black and Hispanic students can be classified as functional illiterates as compared to 16 percent of white.

These figures are reflected in the unemployment rate, where 40 percent of black youth are unemployed. And it's found that 23 percent of the Hispanic youth seeking jobs cannot find them.

Each of us is aware of the data that shows that it's cheaper to send a child to Harvard or Yale than to keep a person in prison.

Congressman Hawkins and members of the subcommittee, if we as a nation continue to fail to investigate and, more importantly, invest in dropout prevention and the recovery of those children who have dropped out, we will all pay the cost of greater unemployment, lost taxes, and the lost productivity of our important natural resource, our children, our future.

I am an elementary school teacher, having spent the majority of my 22 years in education as a first grade teacher. I know that the signs of early identification of potential dropouts is evident. I have had first graders that I know would not make it. Today, I wonder what has happened to some of my students.

The potentiality of their failure was exhibited in the form of poor attendance, tardiness, truancy, health and family problems, poor academic progress, lack of social and emotional development, and the inability of the school to adequately fund counseling and alternative school programs.

Mr. Chairman, your efforts to call attention to the school dropout program and to expand the education reform movement to include at risk children is well documented.

In February 1985, you and other Members of the House and Senate convened a conference on school dropouts here on Capitol Hill. NEA and UTLA were pleased to participate in that gathering of educators, researchers, practitioners, theorists, and program administrators.

Conference participants were called together to discuss who is dropping out of school, why students drop out, what successful dropout programs exist, and recommendations for legislative proposals.

A summary of the conference findings on the reasons students leave school before graduation included gang violence, suspensions from school, teenage pregnancies, alientation from peers and teachers, and early marriages, scholastic failures, economic deprivation, lack of educational resources, poor school experience, and parental limits on school attendance to do such things as household chores.

H.R. 3042, the Dropout Prevention and Reentry Act, is designed to address two major areas—the development of more comprehensive data on the school dropout problem, and the lack of programmatic solutions.

The bill would direct the Secretary of Education to conduct the national study to the extent and nature of the problem, develop a standard definition of a dropout, and determine factors contributing to the current dropout situation.

United Teachers, Los Angeles, and the National Education Association believe that enactment of this legislation would move the Nation one giant step forward in providing all students equality of opportunity to achieve their measure of success.

The educational reform movement is mushrooming throughout the country in ways we in the education field could not have imagined. Local school districts, and communities, and parents are working together.

In Los Angeles, there is a group called the Southern California Community Relations Committee, who, in September, will be bringing the community together to address this need of why students drop out.

Last year, there was introduced a piece of legislation called the School Excellence and Reform Act, H.R. 2840. We feel that that legislation will address the needs of at-risk children in a very important way. The legislation was targeted to aid and meet the needs of historically unserved and underserved students—aid for such programs as dropout prevention, early childhood education, school day care, in-service teacher training, effective schools, and secondary basic skills.

UTLA and the NEA believe it is critical that this legislation also be enacted.

The NEA, last year, at its convention in Washington, DC, decided, the 7,500 representatives, to initiate a project called Operation Rescue. The NEA decided that we, as teachers, need to be a part of the solution to this problem of dropout. And $1 of every member's money was put in a fund called Operation Rescue.

I'm proud to say that when we distributed the information in Los Angeles to our teachers about Operation Rescue many teachers asked and requested information as to how they could write a grant to do things at their own school to help their students.

The NEA has set aside $1 of every member's money to fund this project.

In conclusion, I would like to say that the NEA and UTLA believe that there are no throwaway students, no expendable young people. The mission of the public schools is to accommodate the need of all students.

We believe further that the education reform movement must be expanded to include all students, not only the gifted and talented, but those at risk, including the handicapped. We must not allow these students to continue to slip through the cracks of despair by our failure of our shortsightedness and insensitivity to their special needs.

While education is the centerpiece of national focus, we now have the opportunity. It's the right environment in which we can help our young people.

Enactment of the Dropout Prevention and Reentry Act is essential to national efforts to stem the tide of students who drop out of our schools and later drop out of society.

Thank you very much.

Chairman **HAWKINS**. Well, thank you, Ms. Haywood.

[The prepared statement of Frances Haywood follows:]

LEGISLATIVE INFORMATION

TESTIMONY OF THE
UNITED TEACHERS-LOS ANGELES
ON
THE DROPOUT PREVENTION AND REENTRY ACT
PRESENTED BY
FRANCES HAYWOOD
VICE PRESIDENT, UTLA

MAY 20, 1985

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Mr. Chairman,

I am Frances Haywood, Vice President of the United Teachers-Los Angeles (UTLA), a local affiliate of the National Education Association (NEA) and the American Federation of Teachers (AFT). UTLA represents 32,000 teachers and other school personnel in the Los Angeles Unified School District who are on the front line of this nation's efforts to ensure that every schoolchild is provided a quality education that will lead to productive citizenship. Our members have firsthand knowledge of the consequences that youngsters must face when they leave high school before graduation. We believe enactment of the Dropout Prevention and Reentry Act (H.R. 3042) would be an important step in addressing the school dropout problem by providing youngsters with alternatives to leaving the classroom. For this reason, I am pleased to appear before this subcommittee to share my views on this national problem which has reached epidemic proportions.

Prevalence of the School Dropout Problem

National statistics on school dropouts are very grim -- two-thirds of the students who drop out do so because they have given up on school as a vehicle for their success. They simply don't believe school will work for them because they don't see how it ever has. Mr. Chairman, the loss of even one student is a waste of human potential this country can ill afford. Yet my home state of California is experiencing a dropout rate of 25 percent and in the Los Angeles Unified School District the statistic is 43 percent. This is an alarming reality for any school district -- yet alone one with 698,000 students. The dropout problem in Los Angeles is unique in that it is aggravated by a critical language barrier. Some 84 different languages are spoken within the Los Angeles school district. Mr. Chairman, the youngsters who drop out of school fail to see that they simultaneously set in motion an unfortunate sequence of events that will continually rob them -- not only of a high school diploma but also of better jobs, higher wages, and other important benefits and opportunities.

Consequences of Dropping Out

In 1984 the National Center for Educational Statistics reported that 36 percent of high school dropouts were unemployed compared to 21 percent of high school graduates who did not enroll in college. Young people in general have an unemployment rate three times that of adults. The Education Commission on the States (ECS) estimates that more than three million 16 to 24-year-olds are looking for work and another 391,000 are classified as ``discouraged`` -- i.e. they have given up. The unemployment rate among Black youth is 40 percent -- nearly three times that of whites which is roughly 15 percent. Twenty-four percent of Hispanic youth are willing to work but cannot find jobs. If we reduce the issue of youth unemployment to its nub, one important fact looms large -- these youngsters have no high school diploma. Men and women 25 years old and older who did not complete high school earned about one-third less than those who graduated. And without skills and a job, many dropouts turn to deliquency and crime.

The U.S. Department of Justice found that the majority of inmates in local jails had not earned high school diplomas: 59 percent of white inmates and 63 percent of Black inmates. Estimates are that we spend over $15,000 per year to house each inmate in a correctional institution. This amount exceeds the cost of education for one year at either Harvard or Yale Universities. In fact, this country spends about two and one-half times as much to keep a person incarcerated as it would to send that person to college. Mr. Chairman, if we as a nation continue to fail to invest in dropout prevention, we will pay an even greater price in unemployment, welfare assistance, incarceration, and lost taxes and productivity. All these factors have an adverse impact on our economy and the spirit of the nation as a whole.

Identifying Potential School Dropouts

Mr. Chairman, I am convinced there are definite ways to identify a potential dropout -- the signs are there. In a given school week, educators spend more waking hours with children than do the parents of those youngsters. As a result, very often it is the educator who becomes aware that a child is having difficulty coping with a problem or is unhappy in the school environment. A dedicated educator develops the ability over time to sense when a child is at risk. In fact, potential dropouts can often be identified by the time they reach the third grade; some even upon entering school. Some definite predictors include: poor attendance, tardiness, truancy, residual effects from health and family problems, poor academic progress, and lack of social and emotional development. Although this list is not exhaustive, it includes those areas that should serve as indicators that a child is at risk of dropping out.

Mr. Chairman, your efforts to call attention to the school dropout problem and expand the education reform movement to include at risk children is well documented. On February 28, 1985, you and other Members of the House and Senate convened a conference on school dropouts here on Capitol Hill. NEA was pleased to participate in that gathering of educators, researchers, practitioners, theorists, and program administrators. Conference participants were called together to discuss (1) who is dropping out of school; (2) why students drop out; (3) what successful dropout programs exist; and (4) recommendations for legislative proposals. A summary of conference findings on the reasons youngsters leave school before graduation include the following: gang violence; suspension from school; teenage pregancy; alienation from peers and teachers; early marriage; scholastic failure; economic deprivation; lack of educational resources; poor school experiences; and parental limits on school attendance to do household duties.

The Dropout Prevention and Reentry Act

The Dropout Prevention and Reentry Act is designed to address two major areas: the development of more comprehensive data on the school dropout problem and the lack of programmatic solutions. The bill would direct the Secretary of Education to conduct a national study of the extent and nature of the problem, develop a standard definition of dropout, and determine factors contributing to the current dropout situation. Demonstration grants would be awarded for programs designed to (1) locate dropouts and develop ways of drawing them back into the school system; (2) identify potential dropouts by recognizing ``early warning signs``; (3) explore the reasons why students leave school and how counseling and remedial help keep them in school; (4) offer alternative educational opportunities, including vocational training; and (5) establish ways of sharing information on how to prevent dropping out. UTLA believes enactment of this legislation would move the nation one giant step forward in providing all students equality of opportunity to achieve their measure of excellence.

The School Excellence and Reform Act

The education reform movement is mushrooming throughout the country in ways we in the education field could not have imagined. Local school districts, parents, and communities are acknowledging their interdependence and forming creative alliances to promote their mutual goals. The commitment and creativity we see firsthand are commendable. We are also seeing renewed Congressional commitment to education reform and excellence. Your commitment, Mr. Chairman, to expand the excellence and reform movement to include at risk students is laudable. The legislation you introduced last year entitled the School Excellence and Reform Act of 1985 (H.R. 2840) would address the needs of at risk children in very important ways. SERA would target aid to meet the needs of historically unserved and underserved students -- aid for such programs as dropout prevention, early childhood education, school day care, inservice teacher training, effective schools, and secondary basic skills. UTLA believes it is critical that this legislation also be enacted.

NEA Efforts to Prevent School Dropout -- Operation Rescue

Mr. Chairman, NEA believes that we as educators have a special mandate to lead the search for answers to the problem of school dropouts. This burden of responsibility led NEA to act on its commitment to take definitive steps to prevent school dropout. During our 1985 annual convention, NEA President Mary Futrell asked the 7,500 delegates to support initiatives that would launch a national campaign to combat the school dropout and illiteracy problem. NEA delegates enthusiastically approved the plan and Operation Rescue is now being implemented. Under the project, NEA has earmarked $1.7 million -- a dollar for each of its members -- for educational excellence projects designed by NEA members in their own communities.

Operation Rescue is being coordinated by the National Foundation for the Improvement of Education (NFIE), a charitable tax-exempt foundation created by NEA in 1969. Beginning with the 1986-87 school year, NEA -- through NFIE -- will provide up to $700,000 to fund outstanding locally developed school dropout prevention projects. The remaining $1 million will be invested to become a permanent funding source for future education initiatives. Through Operation Rescue, NEA hopes to help cut the dropout rate in half by 1990.

Conclusion

Mr. Chairman, NEA believes there are no throw-away students -- no expendable young people. The mission of the public schools is to accommodate the needs of all students. We believe further that the education reform movement must be expanded to include all students -- not only the gifted and talented or affluent, but those at risk, including the handicapped. We must not allow these students to continue to slip through the cracks of despair and failure by our shortsightedness and insensitivity to their special needs. While education is the centerpiece of national focus, we have the perfect environment in which to rescue these youngsters. Enactment of the Dropout Prevention and Reentry Act is essential to national efforts to stem the tide of students who drop out of our schools and later the society.

Chairman **Hawkins**. The next and final witness is Mr. George Munoz, president of the Board of Education, Chicago Public Schools.

STATEMENT OF GEORGE MUNOZ, PRESIDENT, BOARD OF EDUCATION, CHICAGO PUBLIC SCHOOLS

Mr. **Munoz**. Thank you, Chairman Hawkins.

Mr. Chairman, my name is George Munoz, and I am the president of the Chicago Board of Education.

I testify today on behalf of not only my own city school system, but also for the Council of Great City Schools.

I am pleased to have this opportunity to testify before this important subcommittee in support of the Dropout Prevention and Reentry Act, H.R. 3042.

Mr. Chairman, if I may, I'd like to submit a formal statement and have it entered in the record in its entirety.

Mr. **Hawkins**. Without objection, so ordered.

Mr. **Munoz**. I'd like to then review that statement, and point out some of its highlights, and make comments as I go.

Mr. Chairman, I would like to lend our strongest possible endorsement to H.R. 3042 and to devote my testimony this morning to discussing the dimensions of the dropout problem in our city, describing what we're trying to do, and indicating why we think this legislation is needed.

The dropout problem in the 430,000 student Chicago Public School System has received significant national attention in the past several years in both the news media and in various community forums.

As a result of this concern, the Chicago schools participated in a major study of its dropouts conducted by the Chicago Panel on Public School Finances. The study, "Dropouts From the Chicago Public Schools," is one of the most thorough and comprehensive analyses of school dropouts found anywhere in the Nation.

It presents to the citizens of Chicago and to our school system some of the stiffest challenges we have ever faced.

Among the major findings of the study were that, over a 4-year period, 43 percent of our high school students left school and did not transfer to any other educational program. This means that only 57 percent of our entering freshmen actually graduate.

The dropout rate for Hispanics is 47 percent; blacks, 45 percent; whites, 35; and Asians, 19.

More importantly, however, the panel's study found that regardless of race and sex students were most likely to drop out if they entered the ninth grade overage or underachieving.

The extent of poverty among students proved to be important, but only to the extent that it led to low achievement and retention in grades.

I'd like to also point out, Mr. Chairman, that the prediction of dropouts had been made, several years back, by Peter Drucker, when he said that those cities where there is no community pressure, there will be dropout, physical dropout of the student.

In the suburban areas, where the middle class students go, while they might not drop out, they will be mental dropouts.

The school systems need to address this problem throughout the country, not only in the large urban centers. But our studies have shown that regardless of race, or sex, and even poverty situations, that the problem is widespread.

It is our job as school officials to overcome the barriers of poverty and joblessness, to motivate students, and to promote, to promise success at the end of our road, no matter the external forces. And these forces include the school, the community, the family, the economy, the private sector, the churches, and others. Our challenge is to broker these forces within the school setting, for it is within the schools that our best hope rests for a solution.

The Chicago Public School System has initiated a variety of programs to turn the corner on the dropout problem, as well as retrieve some of the youth who have already left school.

Most of our efforts involve remedial education, counseling, job training, and work experience. My prepared statement describes some of these.

The Chicago programs include, for example, a summer program.

Last year, even though our money was tight, Chicago introduced a free Summer School Program. If the student was failing more than one course, the student could go to school for free.

The prediction among many was that if a student was already falling behind it was not likely that they would give up their free summer to go back to summer school. In fact, the reverse was true. We had close to 50,000 students that gave up their summer, students that were falling behind during the regular year, were willing to come back to school to see if they could make a difference.

This year, Mr. Chairman, members of the committee, we're introducing a similar summer program, where we expect 65,000 students to take advantage of the summer program.

One major difficulty facing the Chicago School System and other city systems is the inability to reach all the students in need of services. Even at the sites of these varied programs, many students at risk of dropping out remain unserved.

Clearly, the board is attempting to implement numerous intervention strategies to prevent school dropouts and to retrieve those who have already been lost.

Pinpointing the most productive interventions among existing and potential strategies is the other major challenge facing the schools.

These experiences in Chicago are similar to those in other great cities. The graduation rate in New York City is only 56.4 over 4 years. The graduation rate in Boston is only 52 percent, and in some parts of Detroit may be as low as 33.5 percent.

The NCES indicates that urban school students are 60 percent more likely to drop out than suburban students, and 48 percent more likely to drop out than rural students, although American Indian and some migrant students also have extremely high dropout rates.

Cities across the country are trying a range of programs to address the issue. Pittsburgh is using mentor programs, peer tutoring, and counseling. Detroit is experimenting with alternative schools and part-time employment. Columbus is working with extended school day programs and peer self-help efforts, involving students going to school in the morning in pairs to ensure each other's attendance. Dallas is attempting night classes, bilingual counseling, enhanced parental involvement, vocational-technical courses, and community volunteer.

The Council of Great City Schools will be publishing a report this fall on the range of dropout prevention and reentry programs in its city districts.

One of our major problems nationwide, as in Chicago, at this point, is that we have little comprehensive data on which, if any, of these program strategies work and work for which kids.

This brings me to the legislation before us today, the Dropout Prevention and Reentry Act, H.R. 3042.

Mr. Chairman, let me address, for a moment, why I think this legislation is necessary. While our city of Chicago is making our own efforts to reduce dropouts, scores of other cities are working independently and piecemeal on their own aspects of the problem.

Because definitional problems, incompatible data, and programmatic efforts are so unbelievably different from school system to school system, we have no way of knowing whether our efforts are any more or less effective than anywhere else.

This situation would mean little more than another local level frustration except for the fact that the extent of dropouts has now become a national problem.

NCES indicates that nearly 27 percent of all our ninth graders, as a nation, fail to obtain their high school diploma.

The importance of addressing the dropout problem, Mr. Chairman and members of the committee, is serious enough that I would say that if we don't address it the society in this country might resemble those in other parts of the world.

If you go down south, areas of Latin America have become accustomed to a two-tier system. They've become accustomed to having a class that is not well educated, a class that does not participate financially or productively to their society as a whole. That system of government has adapted itself to that.

The questi[illegible] want to address is, do we also want to resemble that part of [illegible]d, as well as other parts of the world where the majority o[illegible]r population is left outside and there is financial as well as political disability?

The $50 million authorized by H.R. 3042 seems like a modest investment indeed. The bill would provide for competitive matching grants to LEA's, largely in big cities, where the problem is most evident, and would allow enough flexibility for districts to design their own programs.

Grantees would have to report results within 3 years and according to common statistics. This would enable the Department of Education to report to Congress and to other LEA's about what appeared to work in reducing dropouts. This would be an invaluable contribution to schools nationwide and well within the Federal Government's traditional role in education vis-a-vis disadvantaged students, research, and information dissemination.

To these ends, we strongly urge the committee to approve this new bill.

Our schools cannot continue to work piecemeal on this problem without the coordinating hand of the Federal Government.

If our Nation's factories worked at only 60-percent capacity, we would sound a national alarm. Our schools deserve no less concern, for every student day lost is a blow to our productivity and strength as a nation.

In closing, I would like to acknowledge the leadership of Congressman Hayes in this area of dropout prevention. Congressman Hayes has taken his discussion with General Superintendent Manford Byrd and myself on the nature of the school dropout problem and developed a national legislative initiative which appears to be generating increasing national attention.

I would like to thank the subcommittee and the bill's cosponsors for their concern.

Thank you.

Chairman HAWKINS. Well, thank you, Mr. Munoz.

[The prepared statement of George Munoz follows:]

Testimony
on
The Dropout Prevention and ReEntry Act (H.R. 3042)
before the
Subcommittee on Elementary, Secondary and Vocational Education
of the
Committee on Education and Labor
U.S. House of Representatives

Presented by

George Munoz, President
Chicago Board of Education

on behalf of

The Council of The Great City Schools

Washington, D.C.

May 20, 1986

Testimony on The Dropout Prevention and ReEntry Act (H.R. 3042)
Presented by
George Munoz, President, Chicago Board of Education
on behalf of
The Council of The Great City Schools

Mr. Chairman, my name is George Munoz and I am President of The Chicago Board of Education. I testify today on behalf of not only my own city school system but also for The Council of The Great City Schools. I am pleased to have this opportunity to testify before this important Subcommittee in support of The Dropout Prevention and ReEntry Act (H.R. 3042).

As the Chairman knows, The Council of The Great City Schools is an organization comprised of 37 of the nation's largest urban public school systems, of which Chicago is the third largest. On the Council's Board sit the superintendent and one board of education member from each district, making the organization the only national group so constituted and the only education group whose membership and purpose is solely urban.

The Council's membership serves about 4.5 million youngsters, or about 12% of the nation's public school enrollment. Our 37 member school systems educate approximately 32% of the nation's Black children, 20% of the Hispanic children and 21% of our Asian-origin children. Almost one-third of our children live in families receiving public assistance.

Mr. Chairman, I would like to lend our strongest possible endorsement to H.R. 3042 and to devote my testimony this morning to discussing the dimensions of the dropout problem in our city, describing what we are trying to do about it, and indicating why we think this new legislation is needed.

The dropout problem in the 430,000-student Chicago Public School System has received significant national attention in the past several years in both the news media and in various community forums. As a result of this concern the Chicago Schools participated in a major study of its dropouts conducted by the Chicago Panel on Public School Finances. The study, Dropouts From The Chicago Public Schools, is one of the most thorough and comprehensive analyses of school dropouts found anywhere in the nation. It presents to the citizens of Chicago and to our school system some of the stiffest challenges we have ever faced.

Among the major findings of the study were that over a four-year period, 43% of our high school students left school and did not transfer to any other educational program. This meant that only 57% of our entering freshman actually graduate. The dropout rate for Hispanics is 47%; Blacks, 45%; Whites, 35%; and Asians, 19%. Hispanic and Black males have the highest dropout rates of 54% and 53% respectively.

More importantly, however, the panel's study found that regardless of race and sex, students were most likely to dropout if they entered the ninth grade overage or underachieving. The extent of poverty among students proved to be important but only to the extent that it led to low achievement and retention in grade.

The extent of poverty in our city, as the Chairman may know, is almost unbelievable. Over 90% of our students meet the low-income criteria for a free or reduced-price lunch. The combined population of our city's public housing projects would constitute by itself of the second largest city in the state. In one of our largest public housing projects with over 10,000 residents there are only 154 fathers living with their children. The unemployment rate in some sections of the city exceeds 70%.

Such conditions of poverty and joblessness crush the spirits of many of our young people. Many suffer fatalism about the meaning of education or doubt that their efforts will ever lead to a job or career. Positive role models become hard to find.

Nonetheless, it is our job as school officials to overcome these barriers, to motivate students and to promise success at the end of our road--no matter the external forces. And these forces include the schools, the community, the family, the economy, the private sector, the churches and others. Our challenge is to broker these forces within the school setting, for it is within the schools that our best hope rests for a solution.

The Chicago Public School System has initiated a variety of programs to turn the corner on the dropout problem as well as retrieve some of the youth who have already left school. Most of our efforts involve remedial education, counseling, job training and work experience.

Some intervention efforts focus on 14- and 15 year-olds at risk of dropping out and provide these students with work experience in conjunction with their high school curriculum. To retain high risk seniors in the final year of high school, a Pre-Employment Program is being operated in ten schools to demonstrate the link between education and work in this pivotal transitional period. Another ten dropout prevention sites have been proposed by the Mayor's office to target freshman and sophomore students. A three-pronged initiative was begun this year. In 12 school sites, a Cooperative Learning and Counseling Program provides remediation and counseling for children at risk. The School-Community Attendance Improvement Program involves a strategy which focuses on the family. Parents are being trained to monitor and assist their children with homework and to reinforce and support their children's school experience with the assistance of a school attendance specialist at each of 18 sites. I understand that this effort is somewhat similar to the Even Start legislation now pending before this Committee. Four new ReEntry and Retrieval Programs have been launched this year, as well.

These Reentry and Retrieval efforts attempt to reach out to students who have already dropped out. They are similar to the "Early Leavers Program" operating at two high schools, which identifies potential dropouts and enrolls them in an intensive program of remedial education and job training. The goal of the program is to have the early leaver re-enter high school, complete the G.E.D. or secure a job. A similar program is operated on-site in two Chicago Housing Authority projects.

Additionally, a survey has just been completed of all Chicago High Schools to determine what school level initiatives are underway. Though not yet tabulated, the raw survey data seem to indicate that many of the high schools have their own programs to combat school dropouts. Some involve one or two teachers in a remedial program, some involve peer tutoring, some involve special counseling and others involve school-initiated work experience.

Finally, Chicago's summer programs offer a variety of opportunities for students to progress in their own educational programs or to make up any failures which they have experienced. Some programs focus on potential August-graduating seniors. Other programs offer late afternoon instruction for students who must work during the summers. A major peer tutoring program is also provided.

One major difficulty facing the Chicago School System and other city systems is the inability to reach all the students in need of services. Even at the sites of these varied programs, many students at risk of dropping out remain unserved. Clearly, the Board is attempting to implement numerous intervention strategies to prevent school dropouts and retrieve those who have already been lost. Pinpointing the most productive interventions among existing and potential strategies is the other major challenge facing the schools.

These experiences in Chicago are similar to those in other Great Cities. The graduation rate in New York City is only 56.4% over four years. The graduation rate in Boston is only 52% and in some parts of Detroit may be as low as 33.5%. The NCES indicates that urban school students are 60% more likely to drop out than suburban students and 48% more likely to dropout than rural students, although American Indian and some migrant students also have extremely high dropout rates.

Cities across the country are trying a range of programs to address this issue. Pittsburgh is using mentor programs, peer tutoring and counseling. Detroit is experimenting with alternative schools and part-time employment. Columbus is working with extended school day programs and peer "self-help" efforts, involving students going to school in the morning in pairs to ensure each other's attendance. Dallas is attempting night classes, bilingual counseling, enhanced parental involvement, voc-tech courses and community volunteers. The Council of Great City Schools will be publishing a report this Fall on the range of dropout prevention and re-entry programs in its city districts.

One of our major problems nationwide, as in Chicago, at this point is that we have little comprehensive data on which, if any, of these program strategies work--and work for which kids. This brings me to the legislation before this body, the Dropout Prevention and ReEntry Act (H.R. 3042).

Mr. Chairman, let me address for a moment why I think this legislation is necessary. While our city of Chicago is making our own efforts to reduce dropouts, scores of other cities are working independently and piecemeal on their own aspects of the problem. Because definitional problems, incompatible data and programmatic efforts are so unbelievably different from school system to school system, we have no way of knowing whether our efforts are any more or less effective than anywhere else. This situation would mean little more than another local level frustration except for the fact that the extent of dropouts has now become a national problem.

NCES indicates that nearly 27% of all our ninth graders--as a nation--fail to obtain their high school diploma.

In our city alone The Chicago Panel estimates that the aggregate lifetime costs to society of the 12,804 dropouts from the Chicago class of 1982 are $451 million in lost taxes, welfare costs and the losses and costs of crime. These lost lifetime earnings represent a loss to the economy of the city of Chicago over 45 years of $1.8 billion. Of this amount, approximately $278 million of it would be lost in federal income taxes and $49 million in state income taxes. The Chicago Panel estimates that school dropouts cost the taxpayer $12.49 for every $1.00 of additional resources needed to address the problem. One dollar spent now on dropout prevention stands to save the taxpayer $12 in other costs in the future.

The fifty million dollars authori[illegible] R. 3042 seems like a modest investment indeed. The bill would provide for competitive matching grants to LEAs largely in big cities where the problem is most evident and would allow enough flexibility for districts to design their own programs. Grantees would have to report results within three years and according to common statistics. This would enable the Department of Education to report to Congress and to other LEAs about what appeared to work in reducing dropouts. This would be an invaluable contribution to schools nationwide and well within the federal government's traditional role in education vis-a-vis disadvantaged students, research and information dissemination.

To these ends, we strongly urge the Committee to approve this new bill. Our schools cannot continue to work piecemeal on this problem without the coordinating hand of the federal government. If our nation's factories worked at only 60% capacity, we would sound a national alarm. Our schools deserve no less concern, for every student-day lost is a blow to our productivity and strength as a nation.

In closing, I would like to acknowledge the leadership of our Congressman Hayes in this area of dropout prevention. Congressman Hayes has taken his discussions with General Superintendent Manford Byrd and myself on the nature of the school dropout problem and developed a national legislative initiative which appears to be generating increasing national attention. I would like to thank the Subcommittee and the bill's cosponsors for their concern.

Chairman **Hawkins**. The chair would like to inform you that we have scheduled a hearing out in Chicago, June 23, as a result of Mr. Hayes' insistence for a field hearing.

It may be possible that I may, in turn, persuade him to continue all the way to the coast and complete the hearing in Los Angeles. But regardless of that, I thought you would be interested to know that as a result of his efforts we are contemplating field hearings.

As you well pointed out in your statement, there are a variety of programs now being operated. What seems to be happening is that this piecemeal approach is leading to a lot of frustration, because too many districts are reinventing the wheel and not being guided by a national pattern that might be developed through H.R. 3042.

Do you know of any efforts that are being made by the Department of Education to coordinate any of these experimental programs? Do you think that the Department of Education has some responsibility, even under current conditions, to at least provide some technical assistance and to focus on what may be happening in this field?

In other words, is there any present role that the Department of Education is playing? Is it necessary that H.R. 3042 be enacted in order to give them some specific role?

Mr. **Munoz**. Mr. Chairman, if I may. I believe that the Department of Education, as well as the administration, put a teaser out when it did do the national A Nation At Risk study, and basically focused attention on how the public schools were doing.

I think that was a job that needed to be done. And the school systems basically responded by, in fact, addressing their problem as we did in Chicago.

The problem now is that we need some direct guidance as well as assistance in attacking this national problem. And I don't believe that that has as yet come out.

We have had already the same thing that occurred several years ago, that is, that there seems to be a problem with out public educational performance. And that's where it was left.

I would encourage that this bill be passed because it does take that step forward in the—in trying to address this national problem.

There is lipservice being paid that education is a public good, much like national defense. But unlike national defense there seems to be no direct involvement to make sure that, in fact, the public good is delivered. Rather, at this point, there seems still to be a concentration on the criticism of performance as opposed to getting in to resolution.

And I believe that this bill takes that first, very necessary step in coordinating efforts, as well as giving assistance in data gathering, and giving some definitional——

Chairman **Hawkins**. Well, Ms. Haywood, in your statement, you referred to the program of the NEA called Operation Rescue. And I wish, certainly, to commend the NEA for having taken this step.

Now, this program, as I understand it, has been in operation for several years.

Could you share with the committee any results that have been obtained or any recommendations that have come out of that project?

Ms. Haywood. Well, the National Education Association's always been concerned about the students at risk.

Chairman Hawkins. I wonder if you would pull the microphone a little closer to you, please.

Ms. Haywood. Operation Rescue is a new program. It was just enacted and voted upon by the NEA delegates last summer.

The first portion of the implementation of Operation Rescue will take place this September. Teachers in local communities and local school districts were able to write a grant.

And in Los Angeles we do have one grant that's been submitted. And it would have to be funded and would have to be approved. We won't know the information as to how those grants will work until at the end of the 1986–87 school year.

I'd like to follow up on something that Mr. Munoz said. In terms of the Operation Rescue, one way to get out to the public and get out to our teachers that the program was in existence, that there were four informational exchanges that were held around the country—and I coordinated the one that was held in Los Angeles. In contacting individuals to attend and in contacting individuals who had existing programs, I found out that people had never had the opportunity, really, on this issue, to come together, to pull together, to know what the others were doing. And people came just to know what was going on.

We have all kinds of groups that get together for all kinds of causes, but dropouts is not one of the educational issues that we've had this coming together.

So, I think that H.R. 3042 is really important in that aspect because it will provide that definition, and it will also give us the information we really need to know about exemplary programs.

But we will know more about Operation Rescue at the end of the 1986–87 school year.

Chairman Hawkins. Well, thank you.

Mr. Gainer, I wanted to express appreciation of the subcommittee for the cooperation which you have given us in terms of the data that you have already accumulated.

You did make reference to a continuation study. I wasn't so sure of the present status of that additional study, which you're going to make at the request of the subcommittee.

You had indicated that the study would concentrate on what works. Does that mean that you will be identifying programs throughout the country, in various local school districts,——

Mr. Gainer. Yes, sir. That's what we intend to do.

Chairman Hawkins [continuing]. That will serve as models that might be replicated? Is that the intent?

Mr. Gainer. I think the idea is that if this bill passes it will be some time before demonstration projects can be put in place. And over the next 6 to 9 months, we'll do some field work to get a sense for what's going on out there.

Because most of the projects don't have research designs with them now, we won't be able to say anything definitive about relative effectiveness. But I think we can isolate characteristics of good programs and characterize what's going on in the country today, and maybe point in the direction of some things that might bear some particular attention in terms of data collection and kinds of interventions in the demonstration projects.

Chairman **Hawkins**. I think that study will be extremely useful to this subcommittee. And I certainly want to encourage its development as soon as possible.

Have you any idea when that study will be completed?

Mr. **Gainer**. Well, we're going to provide some written documentation on the research we've done so far probably during the next month. We'll be issuing what we call a briefing report to the subcommittee.

After that, we're going to go into what we call scoping and planning, and put together a research design for that field study.

I hope that we'll be able to start the field study early in the next academic year.

Chairman **Hawkins**. If any of the other witnesses would like to respond, I certainly would encourage them to respond to this question:

The point has been raised this morning as to what works. The evidence seems to indicate that, after many years of experimentation, pilot programs, and different legislation which might address this problem, we seem to be no further ahead than we were 10 years ago.

This committee, for example, has experimented with quite a number of employment programs that did address the problem of providing preemployment assistance to potential dropouts and trying to encourage young people who had dropped out to go back to school.

That program, the work incentive program, was started in 1977. We experimented with various programs.

We did make recommendations, and apparently nobody paid much attention to that, although I think the evaluations were reasonably good.

Mr. **Gainer**. Yes, they were.

Chairman **Hawkins**. With respect to the Hispanic dropout, for example, we have had various legislative initiatives in bilingual education to address that problem, based on the obvious fact that if a child in school does not even know what's being said or what's going on, that child has no incentive to stay in school. And, so, we have, in effect, identified some of the problem with a partial solution in the field of bilingual education.

But that seems to be not even recognized today. And under the Job Training Partnership Act, when that bill was in this committee, we earmarked 40 percent of the funds to be provided to young people to be trained and to identify their potential dropout possibilities. And yet most of that money—a lot of that money is not even being expended to do this.

So, when the question is raised, what works, is it true that it isn't always lack of knowledge as to what works, but it's the political opposition to programs, it's the budget cuts, and many other things that seem to prevent us from doing some of the things we already know can at least offer some type of solution?

Will the study that you're going to do address whether or not some of these programs that have already been proved to be reasonably effective deserve to be continued or to be reevaluated as to their relevance to this problem?

Mr. GAINER. Mr. Chairman, I think we could do that, although I think two very good studies have been done recently which give you a good summary of programs that have been attempted for youth.

I think there's always a quandry when you turn over a wealth of literature and past program attempts by practitioners to a bunch of evaluators and ask them what worked. They tend to be overly critical of the research design and sometimes focus on that more than they do on the programs themselves.

I don't think that we want to leave anybody with the impression that many of the programs that have been tried over the years have been failures.

I certainly didn't mean to say that. I think some of the programs have been shown to be very effective in certain ways.

The point I was making, though, is that for programs aimed directly at dropouts and at their reentry, intervening for this particular kind of youth, the evaluation designs, the kind of studies that have been done, and the data that have been collected doesn't give us too much in the way of good answers about dropouts in particular.

That's not to reflect on other programs that have been tried. It's more a statement on the research design than it is on the effectiveness of the programs in the past.

Chairman HAWKINS. Well, maybe I ought to address the question to some of the other witnesses, because I know that your agency doesn't like to get into policy questions.

Mr. GAINER. We try not to.

Chairman HAWKINS. But I think it's been evident, this morning, that young people who fall several grades behind are ones among those most likely to drop out.

Mr. GAINER. That's clearly the case.

Chairman HAWKINS. Yes.

And yet we know that Head Start for example preschool education, does have a good evaluation in that those who go through Head Start are the ones not likely to be falling behind, unless they are later handicapped because they don't get compensatory education, Follow Through or what not.

Mr. GAINER. Yes.

Chairman HAWKINS. And yet we know that the Head Start program, which would help to prevent the dropout, reaches only 18 percent of those who are eligible.

So, consequently, what we are doing is failing to expose 82 percent of the children to a program to help them out, one that we know works. And yet we have an almost impossible job of trying to even maintain the 18 percent level of those that are now being reached.

Are we, therefore, not even attempting to do the job that needs to be done in a way that is cost effective? And is this a political rather than an educational problem?

Ms. HAYWOOD. Well, I think it's probably both a political and educational problem.

I think, as we cut back on Head Start Programs and reduce the amount of funding, the programs also lose their—they also lose their effectiveness.

I think, in terms of education, one of the things that—that teachers—I, as a teacher, have had to look at, the last couple of years, is the changing—the societal changes, the changes that impact, that impact my teaching, the changes that are necessary, that teachers need to have more in-service training to keep up with the changing demands of society.

I think we cannot continue to cut back on programs that have been effective. And we also have to improve that quality of teaching that's out there, to make sure that our teachers have those kinds of materials and the skills necessary to keep up with a divergent population.

This is a very heterogeneous group of students out there now, much more so than it was when I started teaching, 22 years ago.

Mr. MUNOZ. Mr. Chairman, I'm—with respect to that question, I agree that programs that have shown to work, in fact, are not fully funded.

We in Chicago have a waiting list for our Head Start Program, and there's just not enough space or funds available to have everybody benefit from that.

I believe that there are several ways to make sure that our schools perform to our expectations, and that Head Start is one program, and there will probably be others.

But what is different today than 5 or 10 years ago, or 20 years ago, when Head Start and other programs were being looked at by this subcommittee, and many other programs, is that, today, the focus is a national focus on just the dropping out, the performance of the schools.

And I think, with this new view toward things, everything should be given a fair shot of analysis as well as appropriate funding to see how it works or not.

If we look at things in isolation, then what we'll see then is a give-up mentality.

Take, for example, bilingual education. In our school system, the highest attended classes by Hispanics that take bilingual education are those bilingual classes.

We can predict that a bilingual student will attend the bilingual classes and probably skip the monolingual, in English, other classes.

Why is that? Because there's a lack of relationship, we believe, in the monolingual classes.

And so, from our perspective—from my perspective, I say that bilingual classes motivates attendance and at least they are there.

But when you look at bilingual classes in isolation in a school system, and determine that the dropout rate among Hispanics in Chicago is 47 percent, which is the highest, higher than blacks in Chicago, then one could easily conclude, wrongly so, that the bilingual education program doesn't work in Chicago.

And I think that that puts too much burden in one program to solve all of the problems.

But when you couple bilingual and Head Start and some of these other programs that might work, the reentry program, the counseling, if you put them all together, and then you ask the question, what other programs are needed to supplement bilingual education, I think that kind of attitude will be of great service to us.

And it's unfortunate that the schools and the studies surrounding the performance of the schools have basically been dormant.

With all due respect, I am sure this committee has labored. I know, Mr. Hawkins, yourself, have labored continuously for the education of our populace.

However, there are very few people like yourselves and members of this committee that have concerned themselves, over the decades, as strongly as this area needs attention.

And I think people were suspecting that someone was taking care of the situation. Society went through a change. This country has gone through a change. It has entered another era. And, basically, we have to pick up the schools and bring them up to snuff with a postive attitude, not an attitude of, show me one program, Head Start, in isolation, and then show me whether that school system has succeeded or not succeeding, and, if not, then Head Start is not good, or bilingual is no good.

I think that we deserve a fresh start. The nation-at-risk type mentality, if we are to do it service, requires this kind of thing, the GAO study, and others.

Chairman **Hawkins**. Thank you.

Mr. Hayes.

Mr. **Gainer**. Mr. Hawkins, if I might.

Chairman **Hawkins**. Yes.

Mr. **Gainer**. I think I do have something to say on that. And it's hopefully not political or too policy oriented.

I think we tend to look at the interventions for dropouts, and worry about whether or not those interventions work. And, in fact, some of them are very successful. Some, however, provide very little money to individual students, and you couldn't expect those kind of interventions to work. Some are clearly ineffective.

But if you want to look at where the problem really is, the school districts in the country spend a huge amount of money on education, whereas the Federal Government spends only a few billion dollars.

Head Start and Chapter 1 have been shown to be very effective programs. They intervene and they bring about substantial gains in achievement for the students that they intervene for.

However, they intervene at one or two limited intervals in a person's education, whereas the educational system intervenes for 12 years.

If it works very well, it works. When it doesn't work, it's very hard for Federal intervention to overcome the shortcomings of this system in its entirety.

I think you could say that, as a society, we're failing a large percent of our youth, particular minority, particularly inner city youth. We're failing a large percentage of them. And the interventions that we look to, the primary interventions, the school systems, are not doing their job, and it's very hard for the Federal Government to intervene on their behalf, at least with the kind of funding that we have today.

Chairman **Hawkins**. Thank you.

Mr. Hayes.

Mr. **Hayes**. Thank you. Thank you, Mr. Chairman.

I guess I can just as well start with you, Mr. Gainer.

Mr. **Gainer**. Yes; I don't know whether I like the sound of that.

Mr. **Hayes**. I want to acknowledge that certainly your prepared statement has been very helpful in doing what you said at the outset you hoped to do.

You say you are here today to assist us in our deliberations on H.R. 3042. And obviously the statistics and data that you have embodied in that statement does help in that direction.

I'm not prepared to excuse you, as I think our chairman has done, when it comes to the matter of policy.

While the General Accounting Office may not make policy, and you as the Associate Director of the Human Resources Division of that Accounting Office certainly have a lot to do with influencing policy.

You'll agree with that won't you?

Mr. **Gainer**. Sometimes.

Mr. **Hayes**. OK. All right.

The thing that does arise in my mind, is it actually a matter of policy whether or not the General Accounting Office can say whether or not they see some value in 3042 or not? Is that beyond the realm or scope of your operation?

Mr. **Gainer**. Certainly not.

Mr. **Hayes**. Well——

I'd like to know your reaction.

You've pointed out the problem. You understand it very well. Your statistics support it.

Do you think that 3042 could be at least a step in the direction of correcting this wrong?

Mr. **Gainer**. I certainly think that the bill addresses the elements of the problem as I understand it.

First of all, we have difficulty looking at the research as it stands, being unable to say how you should intervene for people.

I think the literature gives us a good idea of who you have to intervene for and who suffers the most if they don't receive a good education. But it doesn't tell us, I don't believe, where we should intervene, with what kind of interventions.

Mr. **Hayes**. Uh-huh.

Mr. **Gainer**. Now, I think your bill could very likely form a vehicle for discovering interventions which are likely to be successful.

So, I think it's appropriate to that lack of knowledge.

I also think that it would be useful to local school districts, to state education agencies, and to the Congress in terms of oversight to get uniform statistics collected at the local level or to use a consistent methodology.

The one note of caution I put here is that I don't think local school districts can ever give you a definitive measure of the dropout problem, because you have to go to students on a sample basis, as these national surveys, the NLS and CPS, do, to get a good measure of the problem.

But good definitions and a good consistent definition at the local level would help everybody.

So, in that sense, the bill goes right to the heart of some of the problems.

So, although we're in no poistion to comment on whether this money should be spent here versus some other place, that's a Congressional decision, I think we can say that the elements of the bill seem to be aimed at specific problems related to dropouts.

One other thing I would say is that this kind of expression of national concern about this problem might have a lot of leverage at the local level, where the responsibility for dealing with the dropout problem really lies.

Mr. **Hayes**. One of the—you will agree, though, that one of the, I guess, most natural assets that this Nation can have in terms of its own security may very well rest in what we do about educating our youth? Is that right?

Mr. **Gainer**. I think the cost of failure in the educational system, just as Mr. Munoz pointed out, may be a permanent underclass; it may be a work force that cannot respond to the technological advances that are taking place, cannot respond to the shift from an industrial nation to a service and information age. And if you look at it just from the point of view of the calculus in the employment area, it's a problem we face. And if we don't educate youth today, we'll continue to have to import workers from other countries in order to——

Mr. **Hayes**. It costs more to keep an inmate in prison than it does to send them to school, is that right?

Mr. **Gainer**. I've read that number many times. I'm sure it's true.

Mr. **Hayes**. All right.

Well, Ms. Haywood, I was interested in your—in that part of your statement where you spell out certain early warning signs of potential dropout students.

You're a first grade teacher I believe. You said you could detect it even at that early stage?

Ms. **Haywood**. You really can. You can see students walk in your classroom—or I could see students. And I kind of validated my theory by talking to one of our members who's a kindergarten teacher. He said that he could see them when they came in in kindergarten.

There's just kind of an attitude that the kids come with, that there's something about them that you know that you do all that you can do for them, but then you know that—you wonder if they can just get through sixth grade.

You hope that you can do everything that you can do for them so that at least they're reading, and writing, and being able to compute. But you know that they're not going to go anywhere.

And I do wonder where some of my students are. I really do.

Mr. **Hayes**. Mr. Munoz, I understand, and I'm sure you saw it too, the Secretary of Education, William Bennett, has requested that any dropout who returns to school, to write him, detailing the reasons for returning to school. And the Secretary promises to publish this information.

Do you feel that this initiative by the Secretary is sufficient response to the national dropout problem?

Mr. **Munoz**. I would hope that the Secretary would not make that as the only proposal that—to address the dropout problem.

But certainly that would not. I take it that the aim behind something like that is to try to gather from the student, him or herself, what made that student come back.

I would say that that's—the problem with that approach is that without an institutional response or a programmatic aim at preventing dropout or having a reentry program, that person that comes back into the school probably came back for external forces or having something—nothing to do with what the school's efforts were.

So, it's going to miss the target, even if you do get some of those responses.

But I do believe that preventive measures need to be introduced at the national level, and that the Secretary, as well as the administration, as well as this congressional body, will be very well advised to look at this thing.

As this Congress takes action, throughout the country, we are paying close attention, because we know that the Congress is having its difficulty in knowing where to cut, and that there are several areas that are huge sections of the budget, be it Social Security, or public aid, medical aid.

My comment is that those areas of the budget that are—that is large in number and politically sensitive, that people depend upon, the welfare state, or Social Security, or Medicaid, did not have to be that large if we had had a well prepared, educated society.

And my prediction is that it will be even larger if we don't take on these preventive measures.

So, to answer your question in brief, Congressman Hayes, I believe that a lot more needs to be done, and that kind of response will not be adequate.

Mr. **Hayes**. I notice that in your statement you deal, I think, quite correctly, with the correlation between poverty and dropout, although you don't—and I don't think that's the only reason for dropout, but it certainly is a contributing factor.

You say that over 90 percent of our students meet the low-income criteria for free and reduced price lunch. Yet we face the prospects of—based on Gramm-Rudman—of having that kind of program—its effectiveness reduced by the lack of funds.

And I know that you also have dealt with, in your statement, about the summer and the job program. And the mayor of the city of Chicago, I heard him testify before a committee here when he was in Washington. We stand to lose, in the next year, I think, some 16,000 summer youth jobs because of deficiency in funds.

Now, this does not—this bill has nothing to do with correcting that situation, but certainly to recognize the growing number of unemployment. And it does certainly makes us, it seems, like want to do something more to try to encourage kids, which 3042 intends to try to do, attempts to try to do, not drop out, of those who have dropped out, reenter school.

And I would hope that we may step up our activities in this direction and involve some of the other Members of our Chicago congressional delegation to support this kind of position.

Because I feel very strong about—there's a possibility that some of this is—may be by design, not by accident, that we think that we don't need some of these poor kids to be educated, so let them go, let them resort to crime, forget them.

I think this is the wrong kind of attitude. I think it's the biggest mistake we can make as a society, as a people, as a country.

Mr. **Munoz.** Mr. Congressman, if I may, I'd like to just follow up on that. It's the biggest irony that I see—is that these are not—public education is not a giveaway of any sort. In fact, if the students ever really realized the self-interest that school officials, and politicians, and public officials have in educating them so that they can, in fact, have a strengthened society, stable financial society, and pay the way of a good life for everybody, not just those students themselves, the irony is that other countries have to hide the fact that by design they want to keep people from being well educated, by design they want to keep people from just having limited skills so that they can produce in a certain level in their society.

Here, the irony is that people are looking at the free lunch for nutrition program for school kids so that they can perform better, and the irony of cutting back jobs and the like is that, without them, we are basically guaranteeing a society that will not have a better life for all of us. And the self-interest that we show—we're sort of cutting our own nose to spite—actions——

Mr. **Hayes.** Thank you.

Chairman **Hawkins.** Thank you.

Mr. Gunderson.

Mr. **Gunderson.** Thank you, Mr. Chairman. And thank you to the entire panel for your remarks.

While I was not here to hear the statements, during the questioning I have had the opportunity to read them all.

When you look at this issue of dropouts, I do not think anyone can come away without being concerned.

I suppose we all have the frustration that those of us in this room are perhaps more concerned than some of them outside the room, and that is part of the problem.

I would like to direct a couple of questions to Mr. Munoz from Chicago.

I was, frankly, quite impressed with a number of the items in your statement as to what you are doing in Chicago.

I was curious. Is this funded with chapter 2 funds or anything like that, or how do you fund these numerous initiatives that you have in place?

Mr. **Munoz.** There are—it's different piecemeals. For example, the summer school part of it was from out-of-State title I dollars, and part of it was the chapter one dollars, for qualifying children.

So, our free summer school, which was a new initiative, we had to charge in order to balance our budget. But we decided that for those students that were falling behind one or more courses they would go free. For those students that just wanted the extra credit, they would pay.

And we designated certain schools that were in those certain poverty area, minority and poverty areas, that qualified for chapter 1. We transferred some funds there for free summer school to them.

So, basically, we've cut-and-paste our funds. We've used our own educational funds.

There is no—there was no particular program at the time that these programs were initiated that were earmarked for that.

This last year, there's been some legislative statewide reform packages that earmark, for example, this special, additional counselling and reading programs that we're going to have as part of our programs.

But, as of yet, it was more our putting things together.

Mr. GUNDERSON. Have you found, within the Chicago school system, a rather significant disparity in the dropout rate from one school to the next?

Mr. MUNOZ. Yes; we found out that, first of all, Chicago's overall population is—it's 60 percent black, 22 percent Hispanic, 3 percent Asian, and 15 percent whites. And they don't mix in the city as well as they should because of their housing situation.

So, we have some schools that are 95 to 100 percent one group, black or Hispanic. In those schools, we found the dropout rate to be higher, close to 70 percent.

In other schools that had a much better integrated student population or the neighborhood came from a stabilized family background, we found the dropout to be drastically lower, less than the national norm of 25 percent.

So, we have found disparities in the city, yes.

Mr. GUNDERSON. As I reviewed all of the testimony—any of you may want to comment on this—I get the impression that if money were available, what we really need is not another study, because we pretty much know what the problem is. We know, at this point, what does and does not work. It is a matter of getting the intervention funds to conduct the necessary intervention.

What we really need is a TRIO Program in high schools.

I do not know how many of you are familiar with the TRIO Program. It is a program targeted in colleges towards that first-time student from a family who has never had anyone in higher education before.

Mr. MUNOZ. Uh-huh.

Mr. GUNDERSON. We target that student, provide special counselling, and special assistance to enable that student to complete their college career.

It seems to me that the ideal world would then present us with the funds to create a program similar to that in the high schools. Would you agree to disagree?

Ms. HAYWOOD. I would like to say that one of the problems that I see—and that includes most of the reports that come out—there everything begins at the high school level.

I think you really have to reach back, take a look at those elementary school youngsters. That's where it begins. The student does not wait until they get to the 12th grade to consider leaving school.

I think that part of the H.R. 3042 is that it really will take a look at what is the definition of a dropout.

Is a student suspended from school a dropout? And he comes back.

I think those kinds of definitions need to be put together.

Mr. **Gunderson**. Yes.

Ms. **Haywood**. I think there are lots of dropout programs out there, but nobody is really coordinating any effort to bring all of them together to really see what's working and what's not working.

And I think that's what's part of H.R. 3042 that I think that's very important. But it really—to put some emphasis on the counseling for students at the elementary, alternative school programs. Maybe the traditional school does not work for some students. But at least you're catching that child before they leave you. And I think that's very important.

Mr. **Gunderson**. OK.

Mr. **Munoz**. I would agree that we do know a lot of programs that do work.

But one has to remember the birth of these programs was not necessarily aimed directly at curbing the dropout. And most programs that we do have, we don't—we don't have the luxury to spend on certain evaluation and followup, and directives, and sort of observation type things because money is right.

I think this bill would allow, basically, give some guidance at the national level to try to coordinate these efforts that no school system can afford, financially, to try to do on their own.

Mr. **Gunderson**. Apparently, you do believe that it is a twofold need. There truly is a need for a review and a need for funding for the chapter 1, Head Start, those type of programs.

Mr. **Munoz**. I do believe—and I believe that this committee will basically make history if it approves this bill and it's eventually passed. Because what will happen is that you need a national hand at trying to define the extent of our performance as far as dropouts is concerned.

There's a lot of school systems that have a vested interest in, maybe not hitching up to the definitional situation as to what is a dropout or what is not, because of an inherent—school boards are elected, and you have to show a good record. They are public officials just like anyone else.

And I believe that with a good definitional analysis of what a dropout is and guidance as to how to follow it, school boards—it will make it easier for them to hitch on and say do we have the national—do we incorporate the national definition of a dropout and the like. And that will go a long, long way—and then shifting back the responsibility to that school system to address its problem.

Mr. **Gunderson**. We have recently seen the Department of Education publish a book called "What Works," and distributed widely across the country.

I have to tell you, in all honesty, in my area, the book has been received pretty well by people within the education system.

Is there any role, with or without additional funding, which is certainly a budgetary question we face here, for the Department of Education, on the national level, to provide similar type of leadership and focus on the issue of dropout?

Ms. **Haywood**. I would say yes. I'm from Los Angeles. And a school district that size, with a budget that's a little over $1 billion, it only allocated $1 million for its dropout program, and that's just a pilot program.

Lots of that—most of that money is used for—is to identify 150 students at each high—at many of the high schools, or the high risk high schools, just to track students and work with 150.

But if you have a dropout rate of 43 percent, and it's even higher in the Hispanic community, $1 million doesn't go very far, and there are lots of children out there that are dropping through that net.

And I really, I think that we really need to do more. And I think the Department of Education is the impetus to help school districts that really have to take what allocations of resources they have now and just spread them out.

And in talking to the director of that program, that's what's happened. The school district just cannot afford what it really needs to do, even though it's trying to do something with the problem.

Mr. **Munoz**. My response would be, the question is, Is there a national—is there a reason for national involvement in this educational dropout problem? And my response is, What is the national interest?

If there's a high-national interest in it and impact on the Nation, then that, I think, should correspond.

What is the national interest on having our streets paved? I don't know. But apparently there is some. It's just to the extent there's interstate travel. So, there's national participation.

I go back to the irony of the whole thing here. This is not a matter that if the States aren't able to address it, well, so be it. That means we'll all fall. And that's—at least we'll point the finger at somebody else.

I don't think we should try to worry about who to blame. But one thing is for certain, there is no greater national interest, no greater national interest than in education of everybody, being and playing the same game of educating our society and having a stable society.

And if the national Department of Education does not get involved, then, in the long run, it will be a real, real problem for society to come back.

Many countries in the rest of his world that are trying to come back have at least 100 years to come back to or to at least make a move to where this country is at now.

If we lose what we have now, it will be that much more difficult to come back. And it will involve a government that will have to dictate, a government that will have to become more centralized. And that is something that this society doesn't want.

So, what we want now is cooperation and participation in lieu of dictatorship later on.

Mr. **Perkins**. I have very few comments to make.

I was interested in Mr. Munoz' statement concerning the Council of Great City Schools will be publishing a report, this fall, on the range of dropout prevention and reentry programs in the city district. That strikes me as just an interesting thing to see. And I hope that will be provided to us, here on the committee, when that does come out.

Just one other question. It strikes me that this is an adjunct kind of thing to what we're talking about. But in the GAO study or the report that was made by Mr. Gainer, today, it indicated that some of the good predictors of young people who will drop out are being 2 or more years behind grade level.

I think Mr. Munoz also indicated that there was "over age"—I think was the remark that was indicated in his statement.

I wonder, has there ever been or is this the result of, the cultural pressure of being in a peer group that's younger than you are, generally, and having that sort of situation occur? Or is it because these people or these children still are not up to par academically with what they are competing on?

You know, I have always had that question in my own mind. I don't—I have never felt that it was good to let the children get too far behind so that they don't understand what's going on in the grade level that they are in.

But I just wondered to what extent is this over age thing, you know, a problem, in and of itself, or is it related back to the other.

Do you have a comment on it?

Mr. **Gainer**. The only thing I can dredge up, thinking about the research, is that being behind in school is a better predictor than poor grades or being unable to read.

So that it may be that their peer group, is kind of out of touch with the older student who then lacks support and I would think, as people age, they also get much more interested in getting out and getting some kind of income.

But the research that's been done doesn't, as far as I know, address that question in particular.

Is there anything from self-reporting by the students that would give any idea on that?

STATEMENT OF ELLEN SEHGAL, SENIOR EVALUATOR, GENERAL ACCOUNTING OFFICE

Ms. **Sehgal**. Not that I know of.

But there is a relation between being behind grade level and having weak academic skills.

I also believe that the research does show that, independent of limited educational skills, being over age in itself is a major predictor. And it certainly is the strongest predictor for the likelihood of low-income youth dropping out.

Mr. **Gunderson**. One other question that comes to my mind.

I notice that there was a considerable difference, in Mr. Munoz's statement—about people who were prior to the middle of the 10th grade who dropped out, and those who dropped out somewhere after that, in terms of coming back and giving the GED.

I notice that there was at least one program that was trying to get those early leavers, as I believe they are referred to.

Does the—what are your feelings in terms of—maybe just—has your studies shown any of the real reasons? Again, is it this over age thing? These are the people who drop out, and they're trying to get them back in?

Could you just elaborate a little bit on the two different classifications there?

Ms. **Sehgal**. Well, the study that we were referring to that found that about half of the dropouts returned, that sample was for sophomores in 1980—sophomores in the middle of their sophomore year.

The sample did not consist of any youth in earlier grades. So, there's no way of knowing what would have happened to those youth, whether they would have been likely to return.

The analyst assumed that those youth who dropped out in the ninth grade or earlier would have had much more serious problems and would have been less likely to return.

Mr. Gunderson. So, you are talking about assumption as opposed to——

Ms. Sehgal. That's an assumption.

Mr. Gunderson [continuing]. Any sort of——

Ms. Sehgal. However,——

Mr. Gunderson [continuing]. Empirical study that would show that there is a real gap that somehow splits at that time period.

Ms. Sehgal. That's only an assumption. Because the data do not allow anything more than that.

However, data based on the National Longitudinal Surveys, which is a survey of youth ages 14 to 21 when first interviewed in 1979, show that the older youth, those 21 and 22, are less likely to return than, say, youth who are 15, and 16, and 17.

Mr. Gunderson. Wait.

Ms. Sehgal. And that's based on an analysis.

The two points are not contradictory actually, because you're looking at youth, say, who are 16 and 17, and they're likely to drop out, and come back.

But by age 22, the research does show that they generally could be considered permanent dropouts.

Mr. Gunderson. I think so.

Most of that struck me as commonsense.

Ms. Sehgal. It is.

Mr. Gunderson. As you know, the people with the highest grades are those most likely to return, and those

Ms. Sehgal. Exactly.

Mr. Gunderson [continuing]. From the highest economic strata were those most likely to return, and those from academic schools were those most likely to return.

So, all of those things kind of fit in to place. I was just wondering, empirically, if there was any sort of data that would indicate there was some sort of cutoff point before which, if they dropped out, that it was very difficult to get them to go back in to the process.

Ms. Sehgal. Not that I know of.

Mr. Gunderson. OK. Thank you.

Chairman Hawkins. Mr. Gainer, would you identify your assistant there? She has contributed to the discussion, but she was never identified.

Mr. Gainer. I was trying to get an opportunity.

It's Ellen Sehgal. Ellen is, by the way, a well-known expert on employment and training programs, and has done much of the research that came out of the CPS that I cited frequently. And we're very lucky to have her at the GAO.

Chairman Hawkins. Thank you.

And we certainly benefited by her presence.

If there are no further questions, the Chair would like to commend all four of the witnesses for their presentations this morning.

I think it's been very helpful.

Mr. Hayes, you certainly have been benefited. I think your bill has gained some prominence as a result of the hearing.

Mr. **Hayes**. No question about it, Mr. Chairman.

I want to thank you for having scheduled this subcommittee hearing this morning.

And I might suggest to you that I am ready to go to California when you're ready to set it up. [Laughter.]

Chairman **Hawkins**. Well, you wait until it gets hot in Washington, and we'll be very glad to schedule the hearing.

Thank you very much. And that concludes the hearing of the subcommittee this morning.

[Whereupon, at 11:16 a.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows:]

Bill Bradley

Dropout Prevention and Reentry Act
Testimony by Senator Bill Bradley
House Subcommittee on Elementary and Secondary Education
May 20, 1986

Mr. Chairman, I thank you for the opportunity to testify before your Subcommittee about a subject that concerns me deeply, the problem of high school dropouts. In January, 1984, as a member of the Senate Children's Caucus, I participated in a forum in New York City on the causes and consequences of dropping out of school. These hearings highlighted the seriousness of this problem, for the young person who leaves school, for his or her family, and for our Nation. To combat this serious problem , last year I introduced the Secondary Schools Basic Skills Act (S.508). That bill would authorize funds to teach basic skills to educationally disadvantaged secondary school students who, without a mastery of these basic reading and computational abilities, are at risk of being driven out of the educational system. Just as we are vigilant in our efforts to raise the standards of excellence demanded by our schools, we must be equally vigilant to address the needs of those students who cannot meet current standards let alone higher ones. Absent special attention, these students may come to believe that remaining in school is a hopeless cause because they simply cannot keep up. My legislation would help develop and evaluate effective programs for teaching basic skills to high school students to avert this situation. Unfortunately, this bill is still in Committee.

Because of the unacceptably high rate of high school dropouts, I also was an original cosponsor of S.1525, the Dropout Prevention and Reentry Act. This legislation reaches out to those students who have given up on the educational process or are likely to do so. The Dropout Prevention and Reentry Act authorizes funds for schools to establish demonstration projects to identify potential dropouts, to find ways to prevent dropping out, and to help dropouts reenter school. Schools with ideas for effective programs could apply for grants to test those ideas. Successful prevention and reentry programs would be disseminated. The bill also authorizes a one year study of the nature and extent of the dropout problem, and attempts to identify successful methods in ongoing programs. This bill is also still in Committee. I am pleased to see that the companion legislation, H.R. 3042, is the subject of hearings today.

The number of students who begin, but fail to complete, high school is unconscionable, particularly for a society, such as ours that prides itself on its educational attainments and opportunities. More than one in four students who enters high school will not remain until graduation. This figure is above 50 percent in many urban areas, including the city of Newark in my home state of New Jersey.

The consequences of high school drop-outs for our Nation are substantial. Dropouts are far more likely to end up unemployed and needing public assistance. Nearly 4 out of 10 16- to 24- year olds who dropped out of school are unemployed. In our modern technological world, workers must have the ability to retrain and update their skills throughout their adult lives and beyond the age of compulsory education. High school dropouts who will not be capable of changing with the expanding needs of our society.

High school drop-outs are not merely adolescents who are destined to fail. Drop-outs are too easily characterized as lacking in motivation. Yet, research has shown that the economic and social costs of failing to complete high school are not lost on the dropouts themselves. Within two years of leaving school, approximately 50 percent of dropouts in a recent study reported that they had not made a good decision. Many attempt to secure education or training outside of regular high schools, some through the General Educational Development (GED) program. A significant proportion of dropouts want to succeed. We must help them in their efforts.

The recently released Carnegie report, "A Nation Prepared," points to the need to increase our standards, and our rewards, in terms of salaries and benefits, for the teaching profession. Report after report on education in the United States emphasizes the need for schools to promote educational excellence in order for our Nation to remain strong and internationally competitive. Yet, we fail to provide one in four young people with a basic high school education. In our push for excellence, we must remember those students who need assistance to develop the skills to function as contributing and productive members of society.

In our pursuit of excellence in education, we must be careful not to leave behind those students who, for whatever reasons, elect not to continue in school. We must commit ourselves to the belief that every student can succeed in becoming a productive member of our society. This bill is designed to help young people overcome obstacles to securing the skills they need and to become the best that they can be. We cannot do otherwise. I strongly urge support of this timely and important legislation.

STATEMENT OF THE AMERICAN ASSOCIATION FOR COUNSELING AND DEVELOPMENT IN REGARD TO H.R. 3042 - DROPOUT PREVENTION AND REENTRY ACT, MAY 20, 1986

Mr. Chairman and Members of the House Committee on Education and Labor, Subcommittee on Elementary, Secondary and Vocational Education, the American Association for Counseling and Development appreciates the opportunity to share with you our comments in regard to H.R. 3042, the Dropout Prevention and Reentry Act.

The American Association for Counseling and Development consists of more than 49,000 professional counselors who work in the areas of education, mental health, rehabilitation, and human development services. Also, the American School Counselors Association, a division of AACD, is the largest organized body of its type in the world.

Our association congratulates the Committee for recognizing the need for legislation preventing the tragedy of students who leave school before graduation. As counselors, our members know firsthand, the plight faced by potential dropouts, dropouts, and reentry students. Dropout prevention and dropout reentry programs must meet the needs of its target population. In such programs, it is the counseling dimension which takes on a much greater emphasis, for oftentimes, school counselors find themselves at the frontline of crisis situations.

Counselors, faculty, administrators and other student personnel must reach down past the "safety net" and hold potential dropouts, some as young as age 13, from sliding down into an irreversible path of poverty and despair.

Students dropout of school for various reasons which include, but are not limited to: economics, parenting, boredom, substance abuse, and low self-esteem. While counselors are the gatekeepers to the helping professions, programs and services must be in place to which young people can be directed.

The potential dropout, the dropout and the reentry student are very special individuals. If they were to be wrapped as packages, they would have to marked, "fragile." Passage of H.R. 3042 by Congress would be timely, compassionate, and fiscally responsible. The funds associated with the bill are much less than the financial and emotional costs of supporting a poverty-stricken parent lacking a high school diploma whose child does not fully develop their mental faculties due to malnourishment.

The American Association for Counseling and Development, along with the American School Counselor Association, strongly urge passage of H.R. 3042. We thank you Mr. Chairman, and Members of the Committee for allowing us to share our views, and we stand ready to assist in whatever way possible.

THE NATIONAL COUNCIL ON THE AGING, INC.
Since 1950 working to improve the lives of older Americans

600 MARYLAND AVE., SW • WEST WING 100 • WASHINGTON, DC 20024 • TELEPHONE (202) 479-1200

Testimony Submitted by the

NATIONAL COUNCIL ON THE AGING, INC.

For Inclusion in the Report for the
Joint Hearing on Illiteracy in America

Subcommittee on Elementary, Secondary and Vocational Education
House Committee on Education and Labor
Subcommittee on Education, Arts and the Humanities
Senate Committee on Labor and Human Resources

June 12, 1986

Washington, D. C.

Chair Barbara Sklar 1st Vice Chair Frankie M. Freeman, Esq.
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LITERACY FOR OLDER AMERICANS: A NATIONAL PROGRAM

> Do we as a nation have the right to disregard the literacy needs of the elderly in our efforts to combat adult illiteracy?

I. SIGNIFICANCE OF THE PROBLEM

Nine million older adults (55 and over) cannot read or write well enough to fill out a form, write a simple letter or read a notice that may be critical to their survival (U.S. Bureau of the Census, 1985)[1]. Many cannot even sign their own name. These individuals live in an isolated world, dependent on others and highly vulnerable. Unable to communicate, understand essential information or make informed choices, they are functionally illiterate.

Older Americans who represent 38 percent of the U.S. illiterate adult population, are among the most disadvantaged. They do not have the basic skills to cope with the changes that occur with the process of aging. The information and resources essential to maintaining good health and proper nutrition, adjusting to different housing needs, finances and transportation requirements or securing entitlements, are unavailable to them without assistance.

Despite the large, relative and absolute numbers of functionally illiterate older people, few participate in community adult literacy programs. Programs are usually delivered at places they seldom frequent (schools, learning centers, etc.) and often operate in neighborhoods where elderly people fear to venture alone, especially at night. These programs focus on the young adult with employment potential and are, for the most part, not relevant for older adults with special needs.

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[1] U.S. Bureau of the Census, English Language Proficiency Study, Washington, D.C.: U.S. Department of Education, 1985.

Older adults who do enroll in community literacy programs are largely self-selected and not representative of the "functionally illiterate" older population. Lack of participation is confirmed by statistics from the Clearinghouse on Adult Education of the U.S. Department of Education. It reports that in 1981, of the 2.3 million adults who participated in adult basic education (ABE) programs offered nationwide, only six-and-a-half percent were over 65 (or 149,500). The likelihood of participation by older adults in such programs at the community level declined markedly with age, with the young person more likely to return to an adult education program.

Nor do service programs at the community level meet older persons' literacy needs. The Literacy Volunteers of America (LVA), a volunteer organization dedicated to training literacy tutors for all age groups, reported that of the 11,117 students taught in 1983 by LVA affiliate members, only 480 were 60 years of age, or only 4.3 percent. Other literacy service providers report similar findings. Only four to six percent of their client population exceeds 60 years of age. This is also true within the aging service system. A National Council on the Aging (NCOA) study of educational programs for older adults reported that of 51 community-based sites surveyed, 20 reported that up to 9 percent of their participants were functionally illiterate but only seven addressed the problem. Most dealt with the problem by referring an older person to an existing community literacy program which created additional difficulties for those individuals and few followed through on the referrals.

Target Population

Numbers alone fail to indicate what it is like to be old and to live in the closed off world of illiteracy. The inability to read can cause confusion in taking proper medication, loss of public and private benefits when notices are received in the mail and lack of participation in health maintenance and program activities offered through a senior program because the announcements on the bulletin board cannot be read.

Illiteracy also has detrimental effects on the elderly person's self-esteem and self-concept. The least educated and most in need often feel inferior, dependent and embarrassed. Unable to take control of their own lives, they are controlled by the others they depend on to help them function.

Many older adults are reluctant to identify themselves or openly seek the help they need. This complicates the issues of recruitment, motivation and retention. Strategies need to be created to reach these individuals and to help them develop basic skills for participating more fully in the social, economic and political life of our society.

There are many anecdotes of beneficial changes that occur when older persons do learn to read through tested methods such as LVA and Laubach Literacy Action (LLA) as illustrated by the following vignettes from professionals working with the elderly:

Mr. C. lives in a public housing high-rise for the elderly in Durham, North Carolina. His brother died and left him his automobile. Mr. C. enrolled in a literacy program and formed a special relationship with one of the volunteers involved. Mr. C's original motivation was his desire to read the notices sent by the various agencies and those posted on bulletin boards at the center. With the acquisition of the automobile, this expanded to include getting a driver's license. Through the assistance of a literacy tutor, Mr. C. got his driver's license. His appearance improved, reflecting his feelings of "being somebody."

Mrs. P., age 68, lives in Georgia. She is active in her church choir and local senior center. Additionally, she cares for her blind husband whose health has been declining over the past few years. Mrs. P. began working with a literacy volunteer on a regular basis. Soon she was able to read the Bible to her husband--her dream come true.

Mrs. M., age 67, attends a senior center in Philadelphia. She earned some money by sewing but was dependent on a daughter to read instructions when patterns were used. When the daughter moved away, Mrs. M. tried to produce garments as she had in the past. Several customers complained of the many mistakes she made and her income dropped drastically. She was too embarrassed to ask for help until a senior center worker identified the basic problem and involved her in a local literacy program. After learning the basics of reading, Mrs. M. is now back at what she enjoys doing, with satisfied customers.

Although the elderly comprise a significant proportion of the illiterate adult population, they have not been the focus of most public and private sector efforts to combat the problem. To some extent this neglect can be attributed to a form of ageism. Many programs are designed with the assumption that the scarce resources available for literacy should be targeted toward increasing opportunities for high school certification or employment.

Hence, such programs address the survival needs of younger members of the population rather than the equally pressing needs of older persons. This is reflected in the fact that the National Adult Literacy Conference sponsored by the National Institute of Education on January 19, 1984, did not even address the issue of illiteracy among older adults.

Reacting to this apparent oversight, NCOA first raised this issue within the literacy network and sought support from The U.S. Department of Education's Fund for the Improvement of Postsecondary Education (FIPSE) to target literacy education to older adults. In September 1984, NCOA received a grant to develop a national literacy demonstration program for older adults.

II. NCOA'S LITERACY EDUCATION FOR THE ELDERLY PROJECT (LEEP)

BACKGROUND

The Literacy Education for the Elderly Project (LEEP) was designed to demonstrate the feasibility and desirability of recruiting and training older adult volunteers to work with other adults who could neither read nor write and were so lacking in basic skills that they could not function adequately in their daily environment.

LEEP enabled NCOA to demonstrate in 23 sites nationwide (See Appendix A for List of Sites) a strategy which:

(1) Linked at the local level the aging service network (senior centers, offices on aging, senior housing projects, etc.) with the volunteer adult literacy network (Literacy Volunteers of America (LVA), Laubach Literacy Action (LLA) and other community groups including libraries and churches).

(2) Recruited and trained older adults as volunteer literacy tutors and peer supports for other older adults who lacked basic literacy skills.

(3) Delivered literacy education to older adults at sites in which they participated in large numbers.

(4) Provided literacy tutors and trainers with materials on how to address the special learning needs of the elderly.

As part of the national effort, NCOA, with a small grant from the Mars Foundation conducted a literacy demonstration project in the D.C. area. This provided NCOA with an on-site laboratory from which to learn directly the problems and barriers other demonstration sites faced.

Current Status of the LEEP Demonstration Phase

Through the national demonstration, methods, materials and techniques to implement LEEP objectives are being tested. Comprehensive evaluation of the demonstration sites is being completed.

Although final evaluation has not been completed, follow-up surveys, telephone contacts and preliminary reports from project coordinators support the value of this project nationwide, as illustrated by the following quotes:

> As sponsor of the Literacy Education for the Elderly Project, Literacy Volunteers of the South Central Tier in Corning, New York have reported the effectiveness of working with older adults as tutors. The director reported "they are more patient, knowledgeable, flexible and have more time to offer. I do not worry as much about whether or not a match with a student will work since most older volunteers will try and make it work, and the matches we have made to date are working."
>
> In Washington, D.C., a volunteer tutor was matched with a 75-year-old man who had spent 40 years in a mental institution. The site director stated "prior to his tutoring, we never realized how much this man really knows. The personal attention

and special efforts made by this tutor have changed his life. He now has the confidence to participate in other group programs, takes a bus to the site now that he can read the bus schedule and is always looking for something new and more challenging to read."

In Alaska, Arkansas, Arizona, Illinois, New York, New Jersey, West Virginia, LEEP sites have organized community advisory committees for program support, recruited project coordinators, developed linkages with a volunteer literacy resource, either a Literacy Volunteers of America affiliate or a Laubach Literacy Action council; recruited and trained older volunteer tutors who are now tutoring older adults. It is estimated that approximately 250-300 tutors have been trained to work with older adults and that 150-200 older persons are being tutored through the LEEP programs. Though these numbers are not large in relation to the need, the fact is that the sites were only selected in April, 1985 and considerable effort was required to organize the program before training and tutoring could begin. For 23 sites to have been able to organize a program without funding support from NCOA illustrates the level of commitment that exists for such programming.

Eleven of the 23 sites were able to obtain funds from either education, library or aging funding sources. Sites in Alaska, Arkansas and the District of Columbia obtained funding through the U.S. Administration on Aging's (AoA) grants to states.[2] Sites in New Jersey, Illinois and New York obtained Library Services and Construction Act (LSCA) monies. The New Jersey site obtained State Adult Education Department funds and West Virginia received funding from American Express. These support funds generated reflect the positive and supportive effect the project has had on the communities in which they are located.

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[2] AoA gave grants of $45,000 each to 20 state units on aging in January, 1986.

A survey conducted by the demonstration site in Trenton, New Jersey found most of the LEEP respondents did not know about any other place where they could get help in learning to read better. Lack of information about available classes was most frequently given as the reason why they did not participate in any program in the past. Only four had attended classes previously. Their reasons for leaving the classes included the termination of the program, not enough attention from the teacher, or a dislike of teenagers in the class.

Several differences from a general sample of students involved in literacy education emerged in the responses of the elderly students. Almost all had learned about LEEP through a group presentation. Their decisions to enter the program were not job-related, certainly not surprising since, with one exception, the respondents were all retired or not working. Also, unlike the general sample, the things that they wanted to learn to read better were not job-related; the Bible was the most frequently mentioned, followed by newspapers, mail and books.

In Parkersburg, West Virginia, the LEEP coordinator reports one of the positive results of the demonstration is an increased awareness of the problem--including awareness within the Senior Community Service Employment Program, a nationwide project which trains and places low-income workers over age 55 in jobs with community-based agencies. "We've always inquired about how much schooling the Title V enrollees have had, but now we're looking for tactful ways to determine if a newcomer would (quote) "like to improve your reading skills" (unquote). We've made announcements about the project at our quarterly training sessions; several enrollees have indicated interest in tutor training, and one of them has taken it. In two of the three counties where no program has yet been established by either of the two volunteer literacy groups with which we work, there are interested people and we hope to have programs underway in all three counties within the next three or four months."

As mentioned earlier, NCOA is conducting a LEEP demonstration in the District of Columbia. For this local program, community support was organized, training for tutors was planned, tutors were recruited and matched with older students. A three-day tutor training session for 27 older adults was conducted. Using the LVA method, the training was adapted to the learning needs of older adults. Some of the trainees became program managers and work with the NCOA program coordinator to carry out project tasks.

During the first phase of LEEP, NCOA provided mostly technical assistance, which included materials, encouragement, advice and guidance. Each of the sites developed the project in unique ways, depending on their own organizational structure, local needs and resources. NCOA supported this, for it provides different options for others to consider in organizing a literacy project for older adults.

The organizational variety of program sponsors added an interesting dimension to the project that had not been anticipated. NCOA expected originally to be working primarily with aging services: area agencies on aging, senior centers and city offices on aging. However, schools, libraries and church groups applied to participate and a selected few from these groups were included to give different perspectives and insights into the development of literacy education for the elderly programs.

The project was designed to build on existing resources rather than duplicate efforts. Each site was directed to work with the primary literacy resource, public or voluntary, in their area. It could be an LVA affiliate, a Laubach council or the local ABE program. For example: in Arkansas, an area agency on aging was the demonstration site, and, as a planning agency, they are holding a literacy conference, forming coalitions in a six-county area and working with the Laubach volunteer network. In California, the Tremont Adult Education Union is the prime sponsor and they are using ABE teachers to provide training. In the District of Columbia, Massachusetts, New Jersey, Alaska and New York, the demonstration sites have cooperated primarily with LVA. In Arizona, the city of Phoenix Aging Services and the Arizona State University are working together. Different models, principles and practices will emerge from the variety of sponsors demonstrating the program.

The cost of LEEP has been modest. Each of the sites has worked with local resources and services to develop the program. Volunteer coordinators have been recruited from VISTA, Green

Thumb and the Senior Community Service Employment Programs to assist in managing the literacy program. NCOA's role has been primarily that of a broker and technical adviser.

Level Of Literacy Achieved: Are Needs Being Met?

Research on literacy indicates that it takes 8 to 10 months of meeting several times a week to achieve one grade level of reading. With older adults who have been away from structured learning and testing, it takes a longer time period. However, looking at grade level achievements seems inappropriate for this population with many specific yet very different literacy needs and goals and is not the primary focus of the LEEP project's evaluation. Also, the length and timing of the LEEP demonstrations did not allow for significant changes in grade levels of reading abilities as the major portion of the first year was spent on overall program development. Some LEEP tutors have been working as long as nine months while other have just been matched with students.

The majority of the LEEP student participants report a 0 - 6th grade educational background. However, these individuals attended school sixty years ago making self-reported educational attainment an inaccurate measure even for recordkeeping purposes. Each entered the LEEP experience with different goals and expectations as well as different starting points. The thrust of the LEEP program is to relate the learning experience to the older adults' current needs--to learn to sign their names, to acquire vital health information, to get age-entitled benefits, to handle their daily affairs, to read the Bible, and for personal satisfaction, thereby helping them function more effectively in their own environment.

Initial feedback from the tutors who have been working with students for several months indicates that significant changes are occurring in the lives of the older students. For example, in Onancock, Virginia, an older woman has learned to read the telephone book and use her telephone. Prior to her tutoring, she only answered the phone when it rang. In Washington, DC, a student has learned to read a bus schedule and can now use public transportation. Also in Washington, a student has learned the alphabet and is now working on simple words and phonics--a major personal achievement in her life and a stepping stone to reading to her grandchildren. An evaluation and analysis of the changes occurring as a result of participation in LEEP is a focus of the project's final evaluation and is currently being conducted.

Emerging Programmatic Needs

LEEP was a demonstration program which has only scratched the surface of the problem of literacy for older Americans. NCOA has received hundreds of inquiries from local communities, state offices and area agencies on aging, libraries and churches for technical assistance on how to start such a program. These requests and questions have related to program initiation and development, student recruitment, training of older volunteer tutors and the special needs of older learners. At the conclusion of this two-year demonstration, NCOA will have an improved capability to respond to the inquiries with materials, training, information and guidance on how to start and maintain a literacy program for older adults.

LITERACY EDUCATION FOR THE ELDERLY PROJECT
(LEEP)

FACT SHEET

Because the elderly comprise a large proportion of the United States' illiterate population but few participate in programs designed for adult illiterates, the National Council on the Aging (NCOA) has received a grant from the Fund for the Improvement of Postsecondary Education (FIPSE) to reach out to this population and provide literacy training at sites which already serve large numbers of older persons.

This project, beginning in September 1984, will link resources of community-based organizations serving the elderly and the volunteer literacy networks to increase opportunities for literacy education for the older adult population. Methods, practices and techniques appropriate for teaching older adults will be identified. A cadre of older volunteers to serve as literacy tutors and peer supports for older adults will be developed.

To test the appropriateness of the materials, practices and techniques, 20 sites nationwide will be selected and invited to participate as demonstration sites. Each site will develop a literacy program serving older adults using older adults as literacy tutors in cooperation with a local volunteer literacy agency or council and other community resources.

It is anticipated that this project will: improve the elderly's access to literacy education programs; increase their participation in such programs; enhance the capacity of functionally illiterate older adults for greater social and economic self-sufficiency; link two critical networks having the community resources to reach the functionally illiterate older adult--the aging services network (through senior group programs) and the adult literacy network (through local councils and affiliates of national literacy organizations such as Laubach Literacy Action and Literacy Volunteers of America); increase opportunities for older adults to serve as volunteer tutors and work with other older adults; and develop and disseminate a literacy model for older adults based on project results which can be replicated nationwide.

The project will produce:

- A guide on how to initiate a literacy program with senior group programs and local literacy groups.
- A handbook to sensitize literacy tutors and instructors to the special needs and concerns of older adults; and
- Training materials on methods, practices and techniques appropriate for teaching literacy to older adults.

For more information, contact:

Bella Jacobs Project Director	OR	Catherine Ventura-Merkel Program Associate

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June 19, 1986

MARIAN J. ORR, ACSW
Executive Director

The Honorable Charles Hayes
U.S. House of Representatives
1028 Longworth
Washington, D.C. 20515

Attention: Howard Woodson

Dear Congressman Hayes:

We strongly support H.R. 3042, the "Dropout Prevention and Reentry Act of 1985", and are pleased that you are the chief sponsor in the House. We are, however, suggesting some minor language changes to bring social workers into the Bill, which can have significant effect on services provided by the Bill. We are supporting the submission of language changes by Isadora Hare of the National Association of Social Workers, National Staff as presented to Howard Woodson.

STATEMENT SUPPORTING LANGUAGE CHANGES

School social workers have always helped with dropout problems. The earliest school social workers back in 1907 focused efforts on keeping the children of poor immigrant families in school. Understanding neighborhood conditions and family circumstances are traditional areas of concern and expertise for the social worker in the school. Parent involvement is crucial to dropout prevention and reentry. The school social worker links school to family, or family with community resources in an effort to deal with these problems.

When there are crises in the family affecting school attendance, the school social worker, in addition to helping the family through the crisis, acts as mediator, advocate, or ombudsman to explain the family and the school to each other and to help with reentry planning. Community organization skills such as working with business and social agencies to plan community support for encouraging school attendance is a familiar activity for the school social worker.

Irrelevant curricula has long been cited as part of the dropout problem. School social worker's understanding of the individual and family dynamics can be of help to educators or curriculum planning committees.

We, therefore, propose the following language changes to help strengthen H.R. 3042.

1. SEC. 1006. AUTHORIZED ACTIVITIES: Sub-section (2) add the words, "and school social work" between counseling and services. The sub-section will now read:

   (2) **to provide guidance and counseling and school social work services, including peer interaction activities;**

2. In SEC. 1010. DEFINITIONS: We are suggesting a fourth sub-section reading:

   (4) **the term guidance and counseling means services provided by certified guidance counselors and/or school social workers.**

Very truly yours,

Joan Pedota
Joan Pedota, CSW, ACSW
President,
Illinois Assoc. of School Social Workers

Margaret M. Kennedy
Margaret M. Kennedy, CSW,ACSW
Illinois Chapter President

cc: Congressman Augustus F. Hawkins ✓
U. S. House of Representatives
Rayburn House Office Bldg., B - 346 C
Washington, D.C. 20515
cc: Norbert Simon
cc: Isadora Hare

Enclosure

H.R. 3042, THE DROPOUT PREVENTION AND REENTRY ACT

MONDAY, JUNE 23, 1986

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Chicago, IL.

The subcommittee met, pursuant to notice, at 10:10 a.m., Conference Room, Chicago Urban League, 4510 South Michigan Avenue, Chicago, IL, Hon. Augustus F. Hawkins presiding.

Members present. Representatives Hawkins and Hayes.

Staff present. John F. Jennings, counsel; Jeff Fox, assistant counsel.

Chairman **Hawkins**. The meeting will come to order.

Can those of you in the rear of the auditorium hear us? If not, raise your hand. I assume you do since you have not raised your hand.

May I simply say that I am Gus Hawkins, California, chairman of the Education and Labor Committee and of the subcommittee.

It is my pleasure to open the hearing this morning in Chicago. May I take this opportunity of extending to you a welcome and also introduce the person who will preside at the hearing today. It is the custom of the committee, in the field hearings that we hold throughout the country, to have the representative of the district in which we happen to be physically located chair the hearing.

It is, indeed, a pleasure this morning for me, therefore, to turn the gavel over to my distinguished colleage and your representative, Mr. Hayes. May I first of all say that it has always been a pleasure for me to have him on the subcommittee as well as the full committee.

In addition to that, he is the author of a bill that we will be hearing this morning, H.R. 3042, the Dropout Prevention and Reentry Act of 1985. This is, indeed, a serious problem throughout the country, but especially in the cities.

May I take this opportunity of introducing the staff that is with us today? To my right, immediate right, is Mr. Jack Jennings, the general counsel of the committee; and seated somewhere around here, at the end of the table, Mr. Jeff Fox, the assistant counsel to the minority members of the committee. Minority in this instance means the Republicans. However, let me assure you, this issue is a bipartisan concern, and we are delighted to have both counsels represented here today.

It is often said that one of the toughest members of the committee, tough in the sense of getting things done and in insisting that we adhere to certain principles, is the Representative, Mr. Hayes. He is also, in my opinion, the most committed member of this subcommittee. Many times, when we go on field hearings, he is always the 1 that we can depend upon, and it is because of that that he persuaded a Californian to be with him today, in part as payment for that commitment of his.

We look forward to the witnesses. We understand there is a time constraint with many of them. We will try to proceed with dispatch, and if, at times, we do not pursue the questioning, you can understand that we are trying to accomplish a great deal in 1 day.

We will also have one or two site visits to some of your local schools that have been selected because of outstanding programs.

At this time, may I turn the meeting over to your distinguished Representative, Mr. Charles Hayes.

Mr. HAYES. Thank you, Mr. Chairman.

I realize the time constraints which we are operating under. I know the mayor is operating on a very busy time schedule, and I am going to withhold the remarks that I have until we at least hear from our host for this hearing. This wonderful building here is the home of the Chicago Urban League, and as we discussed having to find a place for this hearing, we found the Urban League very cooperative. They opened up this facility for this purpose, and as the one who made the decision for us, it was none other than this very, very active chairman and president of the Chicago Urban League, the board of which I am a part of, too, I would like at this time to have a few remarks from Jim Compton, the president of the Chicago Urban League.

[Applause.]

Mr. COMPTON. Thank you. Thank you very much, Congressman Hawkins and Congressman Hayes, to our distinguished chairman of this committee, Congressman Augustus Hawkins, from the great State of California, and to our honorable member.

It is our pleasure here at the Chicago Urban League to welcome you to this hearing on the Dropout Prevention and Reentry Act of 1986. Certainly, the Chicago Urban League, a long time advocate of quality education, is deeply honored to serve as the host site for this occasion.

I want to applaud Congressman Charles Hayes, Congressman Hawkins, as well as all this morning's participants and their continuing concern on this extremely important issue.

It is our hope that this hearing will provide the information foundation necessary to secure passage of this important legislation.

With that, I will turn the meeting back over to Congressman Augustus Hawkins, chairman of the Subcommittee on Elementary, Secondary and Vocational Education of the U.S. House of Representatives.

Thank you.

Mr. HAYES. Just to make some brief opening remarks, I want to say to our chairman, Mr. Hawkins, it is, indeed, a pleasure for me to welcome you here to Chicago on this occasion, especially gratifying for me since we are present to here testimony on H.R. 3042, the Dropout Prevention and Reentry Act, legislation, which as you have said, I introduced in an attempt to stem the tragic loss of talent and potential of so many of our young boys and girls. I realize how precious our time is today, and we are going to hear from very distinguished lineup of witnesses, and I am looking forward to hearing what they have to say to this subcommittee on the high school dropout problem.

Mr. Chairman, your former colleague, who is also my friend, and mayor of the city of Chicago, Harold Washington, will be our first witness.

I would also like to take special acknowledgement of the presence of the Chicago school superintendent, Manford Byrd, also an invited witness. It was a meeting in my Washington office with Superintendent Byrd, the Chicago School Board President Munoz, that inspired my drafting the Dropout Prevention and Re-Entry Act.

On May 20, President Munoz provided this subcommittee with extremely important and enlightening testimony on H.R. 3042. Not only on behalf of the Chicago school system, but also for the Council of the Great City Schools. I was pleased to hear the Chicago public school system has taken steps to not only curb this dropout rate, but also to retrieve some of the youth who have already left school.

Chicago's dropout problem is not uncommon. Every major city in the United States has a similar problem. Unfortunately, there is no single reliable measure of our national dropout rate. Thus, we are left with only estimates, shocking estimates, in my judgment, ranging from 13 to 25 percent.

A recent report of the Education Commission of the States noted that every year, 700,000 students drop out of school. Nationally, one in four students fails to graduate, and in inner cities, that average doubles to about one out of every two students. In contrast, in Japan, all but 7 percent of the students complete high school.

So, this becomes a problem that we have to look at. We hope to get the kind of impetus from this hearing in Chicago that will force and encourage our legislators of whom I am a part of in the House of Representatives to favorably mark this bill up tomorrow.

I yield now to the chairman, Mr. Hawkins.

[The opening statement of Hon. Charles A. Hayes follows:]

OPENING STATEMENT
BEFORE THE
SUBCOMMITTEE ON ELEMENTARY, SECONDARY & VOCATIONAL EDUCATION
HEARING
ON
H.R. 3042
THE DROPOUT PREVENTION & REENTRY ACT

THE HONORABLE CHARLES A. HAYES
FIRST CONGRESSIONAL DISTRICT - ILLINOIS

JUNE 23, 1986
CHICAGO, IL.

CHAIRMAN HAWKINS, IT IS INDEED A PLEASURE FOR ME TO WELCOME YOU TO MY HOMETOWN. THIS OCCASION IS ESPECIALLY GRATIFYING FOR ME SINCE WE ARE PRESENT TO HEAR TESTIMONY ON H.R. 3042, THE DROPOUT PREVENTION AND REENTRY ACT - - LEGISLATION I INTRODUCED IN AN ATTEMPT TO STEM THE TRAGIC LOSS OF TALENT AND POTENTIAL OF SO MANY OF OUR YOUNG BOYS AND GIRLS. I REALIZE HOW PRECIOUS OUR TIME IS TODAY AND THEREFORE I WILL MAKE MY REMARKS VERY BRIEF.

TODAY WE WILL HEAR FROM A VERY DISTINGUISHED LINE-UP OF WITNESSES AND I AM LOOKING FORWARD TO HEARING WHAT THEY HAVE TO SAY TO THIS SUBCOMMIT[illegible]N OUR TRAGIC HIGH SCHOOL DROPOUT PROBLEM. MR. CHAIRMAN, YOUR FORMER COLLEAGUE, WHO IS ALSO MY MY FRIEND, AND MAYOR OF CHICAGO, HAROLD WASHINGTON, WILL BE OUR FIRST WITNESS.

I'D ALSO LIKE TO MAKE A SPECIAL ACKNOWLEDGEMENT OF THE PRESENCE OF CHICAGO SCHOOL SUPERINTENDENT, MANFORD BYRD, ALSO AN INVITED WITNESS. IT WAS A MEETING IN MY WASHINGTON OFFICE WITH SUPERIENTENDENT BYRD AND CHICAGO SCHOOL BOARD PRESIDENT GEORGE MUNOZ THAT INSPIRED MY DRAFTING THE DROPOUT PREVENTION AND REENTRY ACT.

ON MAY 20TH, PRESIDENT MUNOZ PROVIDED THIS SUBCOMMITTEE WITH EXTREMELY IMPORTANT AND ENLIGHTENING TESTIMONY ON H.R. 3042, NOT ONLY ON BEHALF OF THE CHICAGO SCHOOL SYSTEM, BUT ALSO FOR THE COUNCIL OF THE GREAT CITY SCHOOLS. I WAS PLEASED TO HEAR THAT THE CHICAGO PUBLIC SCHOOL SYSTEM HAS TAKEN STEPS TO NOT ONLY CURB IT'S DROPOUT RATE, BUT ALSO TO RETRIEVE SOME OF THE YOUTH WHO HAVE ALREADY LEFT SCHOOL. CHICAGO'S DROPOUT

PROBLEM IS NOT UNCOMMON. EVERY MAJOR CITY IN THE UNITED STATES HAS A SIMILAR ONE.

UNFORTUNATELY, THERE IS NO SINGLE RELIABLE MEASURE OF OUR NATIONAL DROPOUT RATE. THUS WE ARE LEFT WITH ONLY ESTIMATES. **SHOCKING** ESTIMATES IN MY JUDGEMENT -- RANGING FROM 13 TO 25 PERCENT. A RECENT REPORT OF THE *EDUCATION COMMISSION OF THE STATES* NOTED THAT EVERY YEAR 700,000 STUDENTS DROP OUT OF SCHOOL. NATIONALLY, ONE IN FOUR STUDENTS FAIL TO GRADUATE, AND IN INNER CITIES THAT AVERAGE DOUBLES TO ABOUT ONE IN EVERY TWO STUDENTS. IN CONTRAST, ALL BUT 7 PERCENT OF THE STUDENTS IN JAPAN COMPLETE HIGH SCHOOL.

WITHOUT A PROPER EDUCATION, A PERSON IS ALL BUT DESTINED TO BE ON THE LOW END OF THE TOTEM POLE OF LIFE. THEIR ABILITY TO EARN A DECENT WAGE - - THEIR ABILITY TO SECURE DECENT

LIVING QUARTERS - -THEIR ABILITY TO FUNCTION EFFECTIVELY IN AMERICAN SOCIETY -- OR TO SIMPLY ENJOY THE REWARDS OF AMERICAN LIFE - - ALL DEPEND ON OBTAINING AN EDUCATION.

IT IS TIME WE WAKE UP TO THE FACT THAT THOSE STUDENTS WHO DROP OUT OF SCHOOL NOT ONLY DO A DIS-SERVICE TO THEMSELVES, BUT ALSO TO THE REST OF SOCIETY AS WELL. ACCORDING TO ONE RESEARCH ESTIMATE[1], DROPOUTS COST OUR NATION $71 BILLION DOLLARS IN LOST TAX REVENUES; $3 BILLION FOR WELFARE AND UNEMPLOYMENT; AND $3 BILLION FOR CRIME PREVENTION. ALL TOTALED - $77 BILLION A YEAR.

WHILE H.R. 3042 IS NOT GOING TO END OUR NATIONS' DROPOUT PROBLEMS, I BELIEVE IT WILL GO A LONG WAY TOWARD PROVIDING SOME VERY NECESSARY APPROACHES AND HOPEFULLY,

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[1] HENRY LEVIN, STANFORD UNIVERSITY

SOLUTIONS, WHICH OUR SCHOOL SYSTEMS CAN TAKE ADVANTAGE OF IN ADDRESSING THEIR DROPOUT PROBLEMS.

MR. CHAIRMAN, IN CONCLUSION, I WANT TO PERSONALLY COMMEND YOU AND YOUR STAFF FOR BRINGING THE SUBCOMMITTEE TO CHICAGO. I AM CERTAIN THE INFORMATION OUR INVITED WITNESSES WILL PRESENT TODAY WILL MORE THAN JUSTIFY YOUR VISIT.

THANK YOU.

Chairman **Hawkins**. Mr. Hayes, I had intended for you to continue.

Mr. **Hayes**. I then call the first panel.

We will hear first from the mayor of the city of Chicago, Harold Washington. He will be followed by panel No. 1.

STATEMENT OF HON. HAROLD WASHINGTON, MAYOR, CITY OF CHICAGO, IL

Mr. **Washington**. Well, thank you very much, Chairman Hawkins and Congressman Hayes, for, one, conceiving of the idea of first filing such an awesome piece of legislation, Congressman Hayes, and, two, to Congressman Hawkins for honoring our city in such a way that we could dramatize the problem, which is not confined to Chicago, although it is certainly one of the main, main concerns of those who want this kind of legislation passed.

I must say, Congressman Hawkins, I am sitting here today with some degree of nostalgia. I served, as you know, with you on the Committee on Education and Labor and had the occasion to go out on field trips with you to such places as Los Angeles, and we had some marvelous hearings in other places.

As I stand here this morning, I am just recalling the marvelous times we had going around the country, talking to people and verifying how they were dealing with the problems, whether it was their food stamp problems or a multitude of problems confronting people primarily in the urban areas.

Although I do not have a desire to return to Congress, I must confess my association with you during those days had a most joyous aspect of that congressional period. So, thank you for once again directing your attention to a problem which has got to be dealt with.

I want to thank you for coming here. I am happy to appear today to lend my support to H.R. 3042, the Dropout Prevention and Reentry Act of 1985. It is an appropriate response to a national problem that has reached epidemic proportions. The dropping out of school of millions of young people and their inability or refusal for whatever reason to return to school to complete their education.

Current research puts the national dropout rate, as Congressman Hayes indicated, at approximately 29 percent. Over one-half of the dropouts in the State of Illinois are from Chicago, and the rate in Chicago ranges from 36 to 43 percent based on two recent rather definitive studies.

Further, dropouts amongst Hispanic students are 47 percent, 54 percent for Hispanic males alone, 45 percent for black students overall, and 53 percent for black males alone, and 35 percent for white students overall. So, we can see it is not a problem confined to any one segment, but certainly a tremendous, tremendous problem.

There is a lot of social disorganization—disorganizational problems which flow from those statistics. One, for example, over the past 18 months, we in Chicago have registered approximately 100,000 new jobs, net new jobs. The dropout student is not going to be the beneficiary of those new jobs mainly because they represent, in a sense, service jobs which come into a city, which are moving gradually away from heavy industry to manufacturing and a burgeoning service economy.

So, the dropout rate is testimony to the fact that future young Chicagoans, if they stay here, will not be able to gain employment because the jobs, which have traditionally gone to those of strong backs and willing minds, simply cannot be had.

One of the studies referred to on dropouts from Chicago's public schools was completed a little more than 1 year ago by the Chicago Panel on Public School Finances, also known as CHIPS.

The study did an analysis of the records of 100,000 Chicago public school students in the class of 1982. Among its findings were the following:

First, only 45 percent of all entering freshman with reading skills below the eighth grade level go on to graduate. In contrast, 70 percent of those reading at or above the eighth grade level did graduate on time.

The inescapable conclusion is that there is a direct correlation between the ability of students to read at their proper grade level and these alarmingly high dropout rates. This is a situation in which the statistics follows an observeable path, we all know that. We can see it as we move around and talk to people.

Such high dropout rates are contributing to another growing problem, adult functional illiteracy, which is also gaining national attention.

Second, among entering high school freshmen, dropout rates for males 16 years or older was 71 percent; for females, 64 percent. Consequently, we need to look at what makes older high school freshmen more prone to dropping out of school than younger freshmen. I do not know if they have ever compared the reasons why more boys than girls drop out, but certainly that should be investigated, too. It might well be that women are inherently smarter than men which could account for their staying in school longer. Whatever the reason, I think we have got to look at that avenue of research as well.

H.R. 3042 does not attempt to offer an all-encompassing solution. Its basic premise is that this is a national problem whose solution requires the full resources and commitment of the Federal Government, combined with those of local school districts and concerned groups and individuals.

In short, H.R. 3042 calls for the kind of public-private partnership that is a basic principle of my administration and which is essential to the solution to most, if not all, major public policy questions.

Here, I think, in the process of looking at this problem, Congressman and chairman, we should look at the administration posture in terms of public-private partnerships and also look at the administration posture in terms of the longstanding 50-year-old partnership which has existed between the Federal Government and the municipalities, and to the extent that that partnership has eroded to that extent, these problems will continue to grow and grow and grow and grow, and you can find the erosion and pulling back in terms of UDAG grants, urban action grants, mass transit grants, all these things, which are destined to return dollars to the cities, so that the cities can continue to function, must be given a hard look at in your bill.

I would offer several recommendations in the search for answers to the dropout problem. We need to find ways to identify elementary school students with learning disabilities or other problems which are likely to cause them to drop out of school later on.

This is an avenue we certainly talk and talk and talk about, but no one, that I know of, has really seriously committed themselves to simply looking and talking and observing our young people to detect and pull out those disabilities, whether based on nutrition or whatever, and to look at this. Otherwise, we are just turning out a generation of dropouts and rejects who would have a chance had we detected them with proper diagnostic techniques whatever problem they might have had at an early age.

Also, there is the continuing need to increase the support and reinforcement students get in their home environments. I know this is a historic problem for education specialists, but it is one that requires our constant attention. The more support students get at home, the less likely they are to drop out as they progress toward graduation.

Third, we need to increase the funding to public education, especially to bilingual education programs. A major infusion of new money into these programs would surely help reduce dropout rates among Hispanic students.

I also want to stress the importance of providing meaningful work and opportunities for students when they graduate. The education they receive must prepare them to eventually enter the world of productive work.

One of the worst things that the present administration has done has been to cutback on summer youth employment, and the second worst thing they did was to underfund the chairman's—program. Had they funded at the $6 or $7 billion level, I have forgotten, Congressman Hayes, had they funded that program at that level, I daresay that this problem would be even less serious than it is today. In short, we are not directing ourselves to those kinds of mechanisms and tools which we know work. Many of the dropouts do it just based on pride. Students do not want to go to school because they do not have proper clothes or whatever students have to have nowadays. They cannot have those things if they do not have any money, if they do not have a dollar or two to spend on their girlfriend. Nothing wrong with that. If they can raise no dollars, they are not going to go to school, you know. Just one of those things.

We have got to recognize what we call the minor pecadilloes and minor foibles of mankind. You play with them, you do not fight them, and students are not going to go school, a boy is not going to go to school if they have no shoes, they have no clothes, they have no way of appearing in the light they want to appear in.

It seems clear to me that if students understand that good, well-paying and rewarding jobs are more likely when they graduate, they will be less likely to quit school at the lower level, either to earn money or for any other reason.

I would urge you not to reinvent the wheel as we design and fund demonstration programs to address the problems of dropouts and illiteracy in Chicago and across the Nation.

In Chicago, we have, under the auspices of the Alternative Schools Network, a system of community-based high schools, which have been working effectively with high school dropouts for the past 10 years.

The most successful models include schools which are close to the students' own neighborhoods, have small classrooms taught by teachers who understand the local community issues, which involve parents in the school, which use a curriculum which addresses the students' needs and interests, which provide job-related training, and which provide one-on-one counseling.

Programs for dropouts should include as many of these qualities as possible. Community-based schools for dropouts, however, do not prevent students from dropping out.

Real prevention will require a substantial increase in funding for enriching elementary school education, thus equipping eighth graders with the skills they need to succeed in high school.

We will not be able to tackle this problem effectively without additional resources for urban schools. The tax base does not exist in cities, that I know of, to fund the schools at levels comparable to their suburban counterparts. This is a problem which you cannot duck and dodge, and this is one that Congress must look at in its totality, not just in terms of schools, in the surburban areas by virtue of their use of the cities as workplaces and their own suburban areas as bedrooms, have been able to squirrel away additional dollars which they invest in the suburbs to the exclusion of the cities and provide the services, the protection, et cetera, in the suburban areas burgeon and grow and provide better facilities.

So, there is an imbalance based upon the fact that to a great extent, the suburban worker does not pay his freight. These are things that Congress should have as background and to take, shall we say, congressional notice of in the process of trying to help to solve this problem.

It seems to me it is a responsibility of the Federal and State Governments to invest in our children and their future as a matter of the highest national priority. If our children's future is not secure, we have no national security.

Consistent with this recommendation, maintaining the relationship between learning and earnings, I would offer the following as the language for inclusion as paragraph H in section 1005, subsection 3:

> Provide mechanisms which focus on the importance of developing occupational competencies which link job skill preparation and training with other employee training programs and genuine job opportunities.

In short, I think we need a component in that legislation which stresses the need to relate young people much closer to job opportunities and job training, job skills, job placement.

Let me conclude by thanking the subcommittee members for the opportunity to offer this testimony this morning. We desperately need answers to the school dropout problem this bill addresses. I applaud its sponsors and supporters and urge its speedy consideration.

I think you are in for a rare treat today. We have in this city some of the most capable people in the field of elementary and secondary education that you can find in the world. They have something to offer, and I think if this problem is solved here in Chicago and throughout the world, it will be because of people like those that you are going to hear today, who have addressed themselves to this problem and now come to you, the movers and shakers of this country, to try to do something about it.

Thank you very much.

Mr. Hayes. Thank you, Mr. Mayor.

[Applause.]

Mr. Washington. Thank you very much.

Mr. Hayes. Thank you again for taking the time in your busy schedule to come here and present testimony as chief executive of the city of Chicago.

We understand that your schedule is such that you would not have an opportunity to remain for questioning from any member of our committee here. So, as customary, if we have any pressing questions that we want answers to, we will reduce them to writing and send them to you.

Mr. Washington. Thank you.

Mr. Hayes. Thank you again for coming.

Chairman Hawkins. May I simply acknowledge the generous remarks made by the mayor of the city? When you left the committee, I thought that we had lost you. It seems that we have gained both ways. We have gained a chief executive of a major city, who still believes in education, which I think sets an example for many others, and in addition to that, we gained Mr. Hayes.

I feel doubly honored to have been identified with both of you. Your testimony today, I think, was outstanding. Certainly, it was substantive in nature, and I think it indicates your deep commitment to education.

Thank you.

Mr. Washington. Thank you.

[Applause.]

Mr. Hayes. Our first panel is Dr. Manford Byrd, superintendent of Chicago Public Schools. Will you come forward? Dr. Dan Dixon, assistant superintendent, State board of education; Judith Steinhager, principal, DuSable High School; come forward, please.

Let me suggest to each of you that your entire statement, if you submit it in writing, will be entered into the record here, and you may choose to deal with it in its entirety or deal with the high points of it, whichever way you choose to do it, but the entire statement will be made a part of the record of the subcommittee here.

Dr. Byrd, we will proceed with you.

STATEMENT OF DR. MANFORD BYRD, SUPERINTENDENT, CHICAGO PUBLIC SCHOOLS

Dr. Byrd. Thank you, Mr. Hayes, to Chairman Hawkins, and to you, Mr. Hayes.

My name is Manford Byrd, Jr., and I am the general superintendent of the Chicago Public Schools. Mr. Hayes, I noted your comments that my statement will be entered into the record fully, and I will use some of it and make some other summarizing comments regarding my statement.

Last month, Mr. George Munoz, president of the Chicago Board of Education, testified in Washington, DC, before the House Education Subcommittee on Elementary, Secondary, and Vocational Education. At that time, Mr. Munoz called for the passage of H.R. 3042, the Dropout Prevent and Reentry Act of 1985, to address the very serious student dropout problems in school districts across the Nation.

This morning, in testimony before this committee, I, too, endorse, this legislation. The Chicago Public School System has had two major studies done on its dropout problem in the past 14 months. One by a local school watch group, the Chicago Panel on Public School Finances, referred to by Mayor Washington, and, most recently, by DePaul University.

Beyond attempting to determine statistically the breadth and depth of this crucial problem in Chicago, these studies emphasize the need of the Chicago Public School System to address more expansively the real causes of students leaving school, such as low classroom achievement, failure to progress from grade to grade, teenage pregnancy, gang involvement and intimidation, and economic difficulties in the family.

The school system has initiated a number of programs responsive to these studies. One of the first was a lighted schoolhouse program; by its label, a program that attempted to put together educational tutoring and recreational offerings, and during the past year, we have offered some 15,000 students in 72 of our school sites the opportunity to participate in such programs.

It seems to be very helpful, very beneficial, certainly needs expansion. Additionally, another initiative started by the school district was a summer school program, realizing that youngsters who have no way of staying close to their age cohorts will, indeed, drop out of high school.

And, so, last summer, an expanded free summer school offering was made to students who had multiple failures in high school, and over 45,000 youngsters in our total summer school program took advantage of that. This year, starting today, as the result of our success of last year, a summer school program is underway, but, again, as last year, the number of youngsters served falls far short of those who need the service.

We have initiated a reading improvement program, especially for youngsters in grades 1 through 6, with the understanding that if we can make those youngsters more successful, they will be more successful in high school and stay on.

Since the first of the year, we have provided prekindergarten education for 8,000 at-risk 3 and 4 year olds. It is a meager start, but it is a start, I think, in the right direction.

Additionally, we have provided additional counseling, additional tutoring, have tried to implement some reentry programs that we think will be responsive to the dropout concern. We have been concerned with drug abuse problems and have attempted to find funding for those programs.

As the mayor indicated before, certainly, I think, we have initiated some programs that are promising. So, we would hope that the provisions of this bill would take into account some of those findings, even as we look for additional ways to retrieve youngsters and to help those who stay with us to be more successful.

Someone asked me what did I plan to say to this committee, and it is simply to say that we applaud your efforts. We are in favor of the bill in the Chicago School System because we think it will complement some of the meager efforts we have started to address what we recognize and believe to be a very serious concern.

I am convinced, however, that with Federal legislation that is of assistance, with continued and increased State funding, and with the participation of business, with our renewed efforts, that we can address this problem. We can make more students successful and, indeed, we must do these things.

Thank you very much for having me.

[The prepared statement of Dr. Manford Byrd follows:]

Testimony By
Dr. Manford Byrd, Jr.
General Superintendent of
Chicago Public Schools

The Dropout Prevention and Reentry Act (H.R. 3042)
Chicago Urban League

June 23, 1986

Mr. Chairman, my name is Manford Byrd,Jr., and I am General Superintendent of the Chicago Public Schools.

Last month, Mr. George Munoz, President of the Chicago Board of Education, testified in Washington, D.C. before the House Education Subcommittee on Elementary, Secondary, and Vocational Education. At that time, Mr. Munoz called for the passage of H.R. 3042 to address the very serious student dropout problem in school districts across the nation.

This morning, in testimony before this committee, I, too, endorse this legislation.

The Chicago public school system has had two major studies done on its dropout problem in the past 14 months...one by a local schools watch group, the Chicago Panel on Public School Finances, and most recently by DePaul University.

Beyond attempting to determine statistically the breadth and depth of this crucial problem in Chicago, these studies emphasize the need for the Chicago public school system to address much more expansively the root causes of students leaving school, such as low classroom achievement, failure to progress from grade to grade, teenage pregnancy, gang involvement and intimidation, and economic difficulties in the family.

Not only did the school system cooperate fully in the development of the two studies, specific initiatives were implemented to address the dropout problem as it was being studied.

One of the first initiatives undertaken in my administration was the reinstitution of the Lighted Schoolhouse Program. With very limited funds at our disposal this year, we were able to serve some 15,000 youngsters each week in 72 of our schools...keeping the doors open after the regular school day and involving youngsters in supervised educational and recreational pursuits.

-more-

The Lighted Schoolhouse Program is one that we would like to expand... indeed, it is a program that must be expanded if we are going to reach every student who is a potential dropout and if we are to give all of our young people an educational and recreational alternative to gangs.

Certainly, Mr. Chairman, funds from the legislation under consideration would give this program the much needed financial boost it requires to expand.

Another initiative undertaken last year...again with very limited funds at our disposal...was the implementation of a comprehensive summer school program which included free summer school for high school students who had failed two or more courses and were potential dropouts. We served a total of 45,000 students last summer - many of them potential dropouts in need of tuition free admission - yet the bottom line is that we were financially unable to serve all of the students in need of tuition free summer school.

Today, with state education reform funding at the core, we begin a summer school session that is one of the largest and most comprehensive sessions ever offered in the Chicago public schools. Today, we begin our second consecutive free summer school program for high school students, but once again, we are in the predicament of having to stretch limited dollars as far as they will go. Unfortunately this summer, those dollars will not be going as far as they should in offering remedial and retention programs for all of the students who experience failure in the classroom and are most likely to drop out...in providing skills enhancement programs to help all of our students keep pace with their studies and to progress.

Mr. Chairman, certainly funds from H.R. 3042 would help us provide a summer school experience for more of our students who desperately need it.

State reform funds have been very helpful to us throughout this school year. Approximately $100 million was made available in school districts throughout the state. Of that amount, a total of $29.2 million was committed by the state for new and expanded education programs in Chicago's schools. And many of these programs have direct bearing on our efforts to seriously address the dropout problem, both at the elementary and secondary school levels.

We received $120,000 to implement a drug and substance abuse prevention program...$210,000 to provide extra classes, counseling and tutors for Hispanic students likely to drop out of school...$725,000 for a truancy prevention program...two and a quarter million dollars for an alternative educational program for potential dropouts... and $5 million to provide screening and educational programs for almost 3,000 preschool children... three to five year old "at risk" children who will be provided educational enrichment to prepare them for entering first grade.

-more-

We are particularly proud that we received more than twelve and a half million dollars in state reform funding to implement a Reading Improvement Program in selected elementary schools to combat early failure which too often leads to dropping out.

State reform monies have been very useful...this year...but because of current state revenue projections, the future is cloudy for continued dollars to support education reform throughout the state of Illinois.

Thus, we stand at the crossroads. Will we have the necessary resources to expand our efforts to reenergize our schools and provide programs and services to meet the myriad challenges we have begun to address?

The attack on the dropout problem will be effective only with the full cooperation and support of government, business and industry, colleges and universities, parents and concerned citizens...continuing our crusade for education reform. It is an urgent problem. We cannot afford to stagnate or regress.

Mr. Chairman, the legislation which I endorse on behalf of the Chicago public schools...which has been endorsed by the Council of Great City Schools...will keep us moving forward, expanding our attack on the dropout problem by giving us additional funds with which to institute more effective dropout identification mechanisms, and to design and implement prevention, outreach, and reentry activities that will complement those we are already implementing.

Rest assured that every cent will be used to accomplish this...to continue moving forward in the struggle to win each battle in our war on the dropout problem.

As I relinquish this platform, I make special note of the courage, foresight, and leadership of Congressman Charles Hayes, who has brought national attention to this urgent national problem. I join my colleagues across the nation in thanking Congressman Hayes, the bill's cosponsors, and this committee for placing the education of our youth on the front burner of national priorities.

Thank you.

# # #

STATEMENT OF DAN DIXON, ASSISTANT SUPERINTENDENT, STATE BOARD OF EDUCATION

Mr. DIXON. Thank you, Congressman Hayes, as well as Congressman Hawkins.

On a personal note, my only sadness is that our mayor will not let us vote in two districts, but I only get to vote for Congressman Hayes, and we have watched you for many years. Welcome to Chicago.

We at the State board of education are glad to take this opportunity to come before you today and testify in support of this bill, and with me this morning, I brought a program expert from Springfield, Mr. Tom Grayson, and before I turn the mike over to Tom and give you our official testimony, just let me add that our testimony will give you somewhat of a State perspective on the dropout problem and tied into last year's educational reform tax and talk about the future direction that we see it will take and also why we support this legislation.

Tom.

STATEMENT OF TOM GRAYSON, PROGRAM EXPERT, STATE BOARD OF EDUCATION, SPRINGFIELD, IL

Mr. GRAYSON. Thank you, Dan.

In June 1983, Governor Thompson of Illinois released a report on his task force on children, entitled "An Investment in an Independent Future, An Agenda for Children and Youth." In that report, he identified children at risk as being those living in poverty, those born and growing up without a chance to be healthy, those living in single parent families without necessary supports, those that are alienated from themselves, their families and their schools, and those growing to maturity without the skills necessary for further education or for the work force, and those children that are hurt by violence and crime, and those who cannot live at home.

Well, the State board of education shares the belief that these are the same children who continually make disproportionate contributions to the statistics on truancy and dropping out of school.

In Illinois, the State board of education collects data from the school districts in an annual report. The number of truants reported in 1982-83 school year was 101,600 and some odd children; 1983-84, 96,000; and 1984-85, there were over 103,000 children that were reported as being truant.

The number of chronic truants, and chronic truants are defined in Illinois as those children missing 10 out of 40 consecutive school days, the numbers were reported for 1982-83 as 18,000; for 1983-84, 21,000; and 1984-85 as 20,000. All together, over 120,000 kids are truants or chronic truants annually in Illinois.

Last year, a legislative task force on Hispanic student dropouts was conducted in Illinois to study the issue that you are now confronted with. In testimony provided by the State board of education, it was estimated that an attrition rate, and by attrition I mean from freshman, how many entering into high school at the freshman level and graduate 4 years later, the attrition rate, the estimates in the city of Chicago by race were: for whites, 25.6 percent drop out; blacks, 56.9 percent drop out; Hispanics, 47.9 percent drop out; American Indians, 40 percent drop out.

Statewide, the estimates were: whites 12.6 percent; blacks, 47.4 percent; Hispanics, 39.4 percent; and American Indians, 30.6 percent. In the high school beyond study, by Samuel Pang, Illinois participated in that study with responses from over 100,000 sophomores, and the State board of education analyzed those responses and tried to determine why our kids dropping out of school, asking these sophomores.

In 1980 and 1982, we went back and found those sophomores and many of those had dropped out and here is what they said in terms of why they dropped out of school. The major, most cited, reason was poor grades and school achievements. Fifty percent of the males in Illinois reported that, and 49 percent of the females reported that.

On a comparative basis, looking at it nationally, from the national statistics, 36 percent of the males reported that as being the reason for dropping out, and only 30 percent of the females. So, Illinois has a much higher rate in terms of what the kids are testifying as to why they drop out in terms of poor grades.

The other causes, school-related problems, were things like school was not for me, could not get along with teachers and expulsion or being suspended, and family-related problems, particularly pregnancy, was considered to be the major reasons for leaving school.

Thirty-one percent of the females in Illinois reported pregnancy as being the major reason why they dropped out of school. An interesting statistic in this regard, too, is that the young women do not have career goals beyond high school. They do not seem to have long-term range or plans for their life and for their career expectations. Nineteen percent of the females reported that they had plans for marrying, and 13 percent of the females said that they wanted to support a family when they finished high school.

The other area for—that was reported by kids for leaving school had to do with environment-related problems. Job offers were cited as being the major reason by both males and females for the dropping out of school. Sixteen percent of the males reported I have a job, I want a job, and 10 percent of the females did the same.

Educational reform in Illinois began last year with the legislature appropriating $10 million to support programs under the Truants Alternative and Optional Education Programs. The Truants Alternative Programs focus on prevention; that is, diagnostic and assessment, remediation and intervention services. An Optional Education Program provides a variety of—an array of programs, such as GED, career counseling or tutoring, for dropouts or for at risk students.

In Chicago alone, out of the $10 million, $750,000 was awarded to the Chicago public schools and the bureau of school attendance, and they offer what we consider to be an exemplary truancy prevention initiative, working with the elementary schools, the public school buildings in Chicago. Also, the American Indian Center received a Truants Alternative Program grant for a $100,000.

The other division of the Chicago public schools comes out of the office of field superintendent for high schools, and they received

$2.25 million to provide an array of optional educational service for at risk kids, and Dr. Byrd mentioned a couple of those programs, I believe, and the reentry centers and so forth.

Also, $1.25 million goes to the city colleges of Chicago, who operate two alternative schools and subcontract with community service agencies that are dealing with dropouts and at risk kids. For example, the alternative school network was mentioned by the mayor. We have association house and a network for youth services, working predominantly in the Hispanic communities, and Austin Career Center, and a partial grant for the Native American Indians.

There are other shortcomings that have been mentioned having to do with data collection and limitations and definitions of truants, chronic truants, and dropouts, and the State board of education is currently trying to—we are working with the legislature in revising the definitions so we can collect accurate information on the scope of the problem.

Congressman Hayes, your bill, H.R. 3042, as viewed by the State board of education, is precisely on target in your purpose, intent and in scope, urban as well as rural and on target with reaching out for at risk kids and dropout kids by identifying, recruiting and targeting services specifically for their needs.

The other two areas that you have talked about for this bill to work on, having to do with data collection so that we can understand the problem, and to focus the resources where it is going to work, and also to determine why kids are not in school, so that we can target the services to address those particular needs.

Again, the State board of education is supportive and will work with you in any way that you deem fit.

Thank you.

[The prepared statement of Tom Grayson follows:]

TESTIMONY TO THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION ON H.R. 3042, THE DROPOUT PREVENTION AND REENTRY ACT OF 1985

By: Illinois State Board of Education
June 23, 1986

In June 1983, Governor James Thompson of Illinois released the final report of his Task Force on Children titled, "Investment in an Independent Future: An Agenda for Children and Youth." The report identified children at-risk and most in need of state services in Illinois as:

- Those living in poverty...
- Those born and growing up without a chance to be healthy...
- Those living in single parent families without necessary supports...
- Those alienated from themselves, their families, their schools...
- Those growing to maturity without skills necessary for further education or for the work force...
- Those touched by violence and crime...
- Those who cannot live at home...

We share the belief that these are the same children who continually make a disproportionate contribution to the statistics on truancy and school dropouts. The negative social and economic effects of large numbers of undereducated and therefore underemployed youth and adults are well known. Table 1 displays the number of truants reported by Illinois school districts to the state and Table 2 displays the number of chronic truants reported. Both tables show data for school years 1982 through 1985.

Table 1

Number of Truants* Reported to the State**

School Year	Number of Truants
1982-1983	101,696
1983-1984	96,317
1984-1985	103,548

* A truant is defined as being absent without valid cause for a school day or portion thereof.

** Source: Research and Statistics, Illinois State Board of Education.

Table 2

Number of Chronic Truants* Reported to the State**

School Year	Number of Chronic Truants
1982-1983	18,306
1983-1984	21,243
1984-1985	20,856

* Beginning with the 1982-1983 school year, chronic truancy has been defined as absent without valid cause for 10 out of 40 consecutive school days.

** Source: Research and Statistics, Illinois State Board of Education.

What we know from this data is that the scale of the Illinois problem is large. More than 120,000 truants and chronic truants are reported to the state each year in a process subject to gross under-reporting. Other research gives strong indication that the greater proportion of dropouts come from this population.

Nearly 21% of students who enter high school in Illinois do not graduate. As is the case nationally, the rates are disproportionately higher than average among racial and linguistic minorities: in Chicago alone, more than half of all black students who enter ninth grade do not graduate and similar statistics describe the situation among Hispanic students. The Chicago attrition rate estimates given by the Illinois State Board of Education for the high school class of 1984 by race are: Whites 25.6%; Blacks 56.9%; Hispanics 47.9%; and, American Indians 40.4%. Statewide estimates are: Whites 12.6%; Blacks 47.4%; Hispanics 39.4%; and, American Indian 30.6%. Also, Illinois data collected on sophomores in the "High School and Beyond Study" indicate that the state has significantly higher than national dropout rates for both of its major minority groups.

In the same "High School and Beyond Study," when student profiles of dropouts were compared with the profiles of students who continued high school, reasons for dropping out became apparent.

1. Poor grades in school were cited more often by Illinois dropouts than any other reason given for quitting school.

2. Other school-related problems considered by Illinois male and female dropouts to be major reasons for quitting school included: "school was not for me," "couldn't get along with teachers," and "expelled or suspended."

3. Family-related problems, particularly pregnancy, were considered major reasons for leaving school by female dropouts and, to a lesser degree, for male dropouts. Family-related problems included pregnancy, marriage or plans to marry, and support of a family.

4. Employment-related problems were also cited as major reasons for leaving school in Illinois. Job offers were cited as a major reason by both male and female dropouts.

The data suggests that dropouts come from both rural and urban areas and are usually from low-income or poverty settings, are often from minority group background, have very low basic academic skills, and have numerous family-related problems.

Educational Reform in Illinois

In its 1985 package of reform legislation, Illinois made major provision for its students at-risk. Legislation authorized the Truants' Alternative and Optional Education Program for at-risk students and dropouts and providing $10 million for its implementation. The truants' alternative programs focus on prevention, i.e., diagnosis, intervention and remediation services and have many program elements which include: diagnosis/assessment of at-risk students, chronic truants; life skills education (kindergarten through 12th grade); tutoring programs; counseling services; parent education; staff development on truancy prevention and intervention strategies; and others. The optional education programs are targeted to serve at-risk students and/or dropouts up to and including age 21. An array of programs are provided, e.g., general education development (G.E.D.) programs; evening schools; adult education programs; vocational training; alternative schools; parenting programs; survival skill programs; and tutoring programs.

Awareness of the severity of chronic truancy and dropping out of school was present in applications requesting state assistance in response to a solicitation for project proposals. The number of requests (109 proposals requesting more than $26 million) vastly exceeded the $10 million available. During this initial educational reform year, 60 of these applicants received grant awards of which 27 are administered through educational service regions, 26 through local school districts, six through community college districts and one through a private agency. The range of grant awards is shown below.

	Smallest Grant	Largest Grant	Median Grant
Truants' Alternative Programs	$40,000	$ 750,000	$90,000
Optional Education Programs	$20,000	$2,250,000	$90,000

While specific counts are not yet available on students and personnel involved, the following data reflect local school district and educational service region involvement.

Truants' Alternative Programs	-	494 school districts in 29 Educational Service Regions
Optional Education Programs	-	249 school districts in 23 Educational Service Regions

The Truants' Alternative Programs focus on prevention, i.e., diagnosis, intervention and remediation services. The following program components are characteristic of the range of services offered through the 22 funded programs.

- Diagnosis/assessment of at-risk students, chronic truants and dropouts
- Life skills education (kindergarten through 12th grade)
- Tutoring programs
- Attendance incentive programs
- Parent education and school involvement
- Staff development on truancy prevention and intervention strategies
- Student counseling services
- Community awareness and involvement
- Family counseling and home visitation
- Work related approaches/strategies
- Student support groups/positive peer involvement
- Case review teams

The optional education programs are targeted to at-risk students and/or dropouts up to and including age 21. An array of programs are provided through the 38 approved Optional Education Programs. They are:

- General education development (G.E.D.) programs to assist dropouts in receiving a high school equivalent certificate.
- Evening schools to accommodate those students who have difficulty attending school during regular school hours due to family problems or for students who must work to help in supporting the family.
- Adult education programs for older (age 18-21) students to finish high school or learn new skills for upgrading their calibre of life.
- Vocational training for pre-vocational/vocational upgrading of work skills.
- Alternative schools for students who are not benefiting from the mode of instruction, school environment or learning style offered in the general curricula.
- Community college courses to assist high school students in areas not offered in the world of work, e.g., how to apply for work and how to hold a job.
- Parenting programs for pregnant teenagers to keep both teen parents in school and to teach pre-natal/post-natal care as well as nutrition in addition to regular school courses.
- Survival skill programs for students who have taken on so much personal responsibility they cannot complete their regular school program.
- Tutoring programs to assist students who have fallen behind or need extra help to keep pace.
- Internships to assist students in developing self esteem through partnerships with citizens within the community.

Other Shortcomings

In the 1984 State Board of Education report titled, "Truancy in Illinois Public Schools," several concerns regarding truancy prevention, intervention and remediation were identified. They were:

1. Schools do not have policies which outline supportive services available to truants and chronic truants.

2. The state's primary interest is and should be in chronic truants.

3. The legal definition of chronic truancy does not have an education component.

4. The impact of the Truants' Alternative Programs has been restricted to those areas where state funds have been provided.

5. Reporting systems for truancy are not standardized, nor do they follow through a single entity to the state. This results in unreliable information for policy formulation and legislative action at the state level and a virtually impossible situation for program planning at the regional level.

The 1984 State Board of Education report also made the following conclusions:

1. The state's interest in an educated citizenry is of such intensity that it properly compels attendance at school. In support of this interest, the state should provide an appropriate framework of sanctions and services to treat invalid student absences, particularly those that are chronic in nature and result in diminished educational progress.

2. The definitions of "truancy" and "chronic truancy" provided in The School Code are inadequate and inappropriate.

3. The full extent to which truancy and chronic truancy are problems in Illinois is not known, since the available data are imprecise and the methods for collecting such data are badly in need of improvement.

4. Although it is clear that the attendance of those students who are chronic truants can be improved through the provision of various services, such services are not systematically available across the state.

Concerns that data collection on dropouts is imprecise due to various interpretations of statutes and reporting practices by school districts were also expressed in the report of the Illinois State Task Force on Hispanic Student Dropouts submitted to the Illinois General Assembly, March 1985.

> There is a need for a uniform definition of a dropout. The definition must include all students from kindergarten through twelfth grade who have left the regular schooling process without receiving a high school diploma. Current recording and reporting practices minimize the accurate magnitude of the State of Illinois dropout rate. In reality, the dropout problem is a kindergarten through twelfth grade problem.
>
> Due to a history of misrepresenting the accurate magnitude of the State of Illinois' dropout rate, there is a need to correct inaccuracies and inconsistencies in recording and reporting dropout data by school districts. For example, the Task Force found that the Chicago Public School System reported an 8% dropout rate, whereas, the State Board of Education reported a 48% dropout rate in Chicago for the same class.

These shortcomings are critical. Documenting the nature and magnitude of the dropout problem is important in establishing resources for combating the problem. If we are to create effective programs, we will need to collect accurate, reliable data. Currently, the State Board of Education is working with the General Assembly to revise statutes concerning definitions of a dropout and a chronic truant in order to ameliorate this shortcoming.

The Illinois State Board of Education supports H.R. 3042, the Dropout Prevention and Reentry Act of 1985, and stands ready to provide assistance when called upon to do so.

DLJ 6196k

A PROFILE OF ILLINOIS DROPOUTS

Illinois State Board of Education

Department of Planning, Research and Evaluation
Research and Statistics Section

August, 1985

Walter W. Naumer, Jr. **Chairman**	Ted Sanders State Superintendent of Education

Foreword

This paper discusses the behavioral and attitudinal differences between students who became high school dropouts and students who remained in school. Sophomores from Illinois who participated in the national High School and Beyond Study were interviewed in 1980. Their responses were compiled into a profile of student behavioral and attitudinal characteristics. A follow up study in 1982 identified those sophomores who eventually dropped out of school.

This report was prepared by Gerald Arnold, Research and Statistics Section, Department of Planning, Research and Evaluation. The interpretations and conclusions expressed herein do not necessarily reflect the position or policy of the State Board of Education.

Ted Sanders

Ted Sanders
State Superintendent of Education

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Introduction

In 1980, a representative sample of Illinois sophomores participated in the national High School and Beyond Study. These students were interviewed and tested so that a national profile of sophomores could be constructed. In 1982, participants in the 1980 survey were contacted again. Some participants had become high school dropouts. When the student profiles of dropouts were compared with the profiles of students who continued high school, differences in attitudinal and behavioral characteristics were observed. The purpose of this report is to describe these differences so that a better understanding of at-risk youth could be developed.

This report describes risk factors associated with the 1980 Illinois sophomores who dropped out of school before the spring of 1982. The sample of dropouts in the High School and Beyond Study included three groups.

1. Participants in the 1980 sophomore survey identified by local school administrators as dropouts according to the following criteria:
   a) student was absent from school 20 or more consecutive days, and
   b) student planned not to return to school.

2. Participants in the 1980 sophomore survey identified by school administrators as school attenders, but who identified themselves as dropouts during the 1982 follow-up survey.

3. Nonparticipants to the 1980 sophomore survey who met the dropout criteria for participants in group 1.

The sources for this report include Illinois sophomore responses to the Sophomore Questionnaire of the High School and Beyond Study, The Sophomore Test Booklet for the High School and Beyond Study, and sophomore dropout responses to the First Follow-up Questionnaire of the 1980 Sophomore Cohort (Not Currently in High School). These studies were funded by the National Center for Education Statistics under a contract with the National Opinion Research Center in Chicago, Illinois. This paper will refer to the Sophomore Questionnaire as the "Sophomore" survey and to the First Follow-up Questionnaire as the "Follow-Up" survey (NORC, 1980, 1982).

Methods of Determining Estimates -

Survey results in this paper were based upon weighted responses. Each survey respondent represented a particular subgroup within the general populations of sophomores and dropouts. Each response was multiplied by a set of constants, called weights, so that the cumulative tabulation of the samples could be used to estimate population totals or other parameters such as means (NORC, 1983).

The Illinois sophomore sample from the Sophomore survey of the High School and Beyond Study numbered 1,950. The responses were weighted to represent 195,451 sophomores. This was the estimated total sophomore enrollment for Illinois public and nonpublic high schools in the spring of 1980. The actual enrollment of Illinois sophomores in 1980 was 196,036 as reported by the Illinois State Board of Education.

Respondents to the Sophomore survey were also included in the Follow-up survey. A portion of these responses were weighted, using base-year weights, to represent an estimated number of sophomores who eventually would drop out of school by the spring of 1982. These 166 initial respondents were weighted to represent 25,800 individuals.

In general, a two-step process was used to establish response weights. The first step was the calculation of a preliminary weight. Those were based upon the inverse of the probabilities of selection through the various stages of the sampling process. The second step was a weight used to adjust for nonresponse. Questions regarding the details of the weight assignment process used in the Sophomore survey and the Follow-up survey should be addressed to the National Opinion Research Center in Chicago, Illinois.

Findings

Student Characteristics

This section describes the sex and racial-ethnic composition of dropouts from the 1980 Illinois sophomore class. The students identified as dropouts left school between the spring of 1980 and the spring of 1982. Illinois dropouts rates for the student characteristics as compared with national findings (Peng, 1982) are summarized in Table 1.

An estimated 13.2% of the 1980 Illinois sophomore class dropped out of school between 1980 and 1982. This percentage was slightly less than the nation-wide estimate of 13.7% (Peng, 1982).

Over one-half of the dropouts were females. However, male students proportionately were more likely to drop out than female students, 14.2% male vs. 10.7% female. The sex differential in the dropout rates for Illinois was greater than that reported nationally (U.S.: males 14.7% vs. females 12.6%).

Dropout rates from the sophomore to senior year for Hispanic and Black students in Illinois were the highest among the five major racial-ethnic groups. Hispanic students had a 25.9% dropout rate and Black students had a 24.8% dropout rate in Illinois. The Illinois dropout rates for these groups were substantially greater than rates reported nation-wide (U.S.: Hispanic, 18.0% and Black, 17.0%).

The dropout rate for Illinois students of American Indian or Alaskan Native descent was 15.2%. White students had a 10.2% dropout rate. No Asian or Pacific Islander students in Illinois were identified as dropouts from the 1980 Sophomore survey. From the 1982 Follow-up survey, however, some Asian males were identified as high school dropouts. These students made up less than 1/2 of 1% of the Illinois dropout population identified in the Follow-up survey. The Illinois dropout rates for these groups were lower than the national rates (U.S.: American Indian/Alaskan Native, 29.2%; White, 12.2%; and Asian/Pacific Islander, 3.1%).

Table 1 Gender and Ethnic Characteristics of the 1980 Illinois Sophomore Class

Characteristic	% of Illinois Sophomores	Percent of Sophomores Who Dropped Out	
		In Illinois	In U.S.*
Sex			
Female	50.6%	10.7%	12.6%
Male	49.4%	14.2%	14.7%
Race/Ethnicity			
White, non-Hispanic	76.7%	10.2%	12.2%
Black	14.4%	24.8%	17.0%
Hispanic	6.2%	25.9%	18.0%
Asian American	1.3%	0.0%	3.1%
American Indian/ Alaskan Native	0.5%	15.2%	29.2%
Ethnicity Unknown	0.9%	14.1%	Not available
All Sophomores	100.0%	13.2%	13.6%

Note: The estimated number of students in the 1980 Illinois Sophomore Class was 195,451.

*National data from Peng (1982).

Reasons for Dropping Out

Dropouts from the 1980 Illinois sophomore class were asked in 1982 their reasons for quitting school. This section describes the Illinois responses to this question and compares them to dropout responses collected nation-wide (Peng, 1982). For comparative purposes, a major reason for quitting school is defined as a reason given by 10% or more of the male or female respondents or both. Respondents were allowed to report more than one reason for quitting school.

Poor grades in school were cited more often by Illinois dropouts than any other reason given for quitting school (males, 50% and females, 49%). Poor grades were also cited more often by Illinois dropouts than reported nation-wide (U.S.: males, 36% and females, 30%).

Other school-related problems considered by Illinois male and female dropouts to be major reasons for quitting school included: "school was not for me" (33% male, 28% female) and "couldn't get along with teachers" (26%

male, 11% female). Being expelled or suspended from school was considered a major reason for quitting school by male dropouts, but not by female dropouts (18% male, 5% female). These reasons were also cited by dropouts nationally in similar proportions as shown in Table 2.

Family-related problems, particularly pregnancy, were considered major reasons for leaving school by female dropouts and, to a lesser degree, for male dropouts. Family-related problems included pregnancy (females only 31%), marriage or plans to marry (females 19%, males 5%), and support of a family (females 7%, males 13%). Though dropouts nationally cited family-related problems as major reasons for leaving school, female dropouts stressed marriage over pregnancy as a primary school problem (U.S. females: pregnancy, 23% and marriage, 31%). Table 2 details the family-related reasons for quitting school.

Employment-related problems were also cited as major reasons for leaving school in Illinois. Job offers were cited as a major reason by both male and female dropouts (males 16%, females 10%). Sixteen percent of the male dropouts gave a desire to enter the military as a major reason for quitting school. Only job offers were considered a major employment-related reason for quitting school nationally (U.S.: males 27%, females 11%). Data are shown in Table 2.

Table 2 Reasons for Dropping Out

Reasons for Dropping Out	Illinois Dropouts		U.S. Dropouts*	
	Male	Female	Male	Female
School-related				
1. Poor grades	50%	49%	36%	30%
2. School not for me	33%	28%	35%	31%
3. Couldn't get along with teachers	26%	11%	21%	10%
4. Expelled or suspended	18%	5%	13%	5%
5. Didn't get desired program	6%	2%	8%	5%
6. Moved too far from school	0%	5%	2%	5%
7. School too dangerous	1%	2%	3%	2%
Family-related				
1. Pregnancy	N/A	31%	N/A	23%
2. Married or planned to	5%	19%	7%	31%
3. Had to support family	13%	7%	14%	8%
Employment-related				
1. Offered job	16%	10%	27%	11%
2. Wanted to enter military	16%	0%	7%	1%
Peer-related				
1. Couldn't get along with students	1%	3%	5%	6%
2. Friends were dropping out	2%	1%	7%	2%
Health-related				
1. Illness or disability	0%	6%	5%	7%
Other reasons				
1. Wanted to travel	4%	5%	7%	7%

Note: Respondents to First Follow-up Questionnaire could indicate more than one reason for leaving school.

*National data from Peng (1982).

School-Related Problems of Dropouts

Many Illinois dropouts cited school-related problems as major reasons for leaving school before graduation. This section compares sophomores who left high school with sophomores who continued high school with respect to student grade averages, achievement, school attendance, student discipline, and student attitudes toward school.

Sophomores who quit school generally were lower achievers academically than sophomores who continued high school. Table 3 shows that most dropouts, 52%, reported performing below a C average academically while the majority of continuing students (71%) reported a grade average above the C level. Twenty-six percent of the dropouts reported grades above the C level.

Table 3 Comparison of Students and Dropouts by Grades Reported in School

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Reported Grades in High School	Percent Per Level
Students who remained in school until 6/82	86%	a) More than C's	71%
		b) = C's	17%
		c) Less than C's	12%
Students who dropped out of school before 6/82	14%	a) More than C's	26%
		b) = C's	22%
		c) Less than C's	52%

Scores from a composite reading, math, and vocabulary test, included as part of the 1980 Sophomore survey, showed that 85% of the students who dropped out scored at or below the test median, while 45% of the continuing students scored at this level (shown in Table 4).

Table 4 Comparison of Students and Dropouts by Composite Test Scores from the High School and Beyond Survey

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Math and Reading Test Scores	Percent Per Level
Students who remained in school until 6/82	86%	a) equal to or less than median score	45%
		b) greater than median score	55%
Students who dropped out of school before 6/82	14%	a) equal to or less than median score	85%
		b) greater than median score	15%

Absenteeism and tardiness from school were more prevalent among sophomores who quit school than among sophomores who continued school. Table 5 shows that 61% of the students who dropped out were absent 3 or more days during the 1979 fall semester as opposed to 26% of the continuing students. Table 6 shows dropouts were also more likely to be late to school 3 or more days (dropouts, 42%; continuing students, 22%). Most dropouts, 58%, reported cutting classes as compared to 22% of the continuing students (shown in Table 7). These findings suggest that before students quit school, they become less likely to attend school.

Table 5 Comparison of Students and Dropouts by Number of Days Absent from School between the Beginning of School Last Fall (1979) and Christmas Vacation

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Days Absent from School	Percent Per Level
Students who remained in school until 6/82	86%	a) None	43%
		b) 1-2 days	31%
		c) 3 or more days	26%
Students who dropped out of school before 6/82	14%	a) None	17%
		b) 1-2 days	22%
		c) 3 or more days	61%

Table 6 Comparison of Students and Dropouts by Number of Days Late to School between the Beginning of School Last Fall (1979) and Christmas Vacation

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Days Late to School	Percent Per Level
Students who remained in school until 6/82	86%	a) None	50%
		b) 1-2 days	28%
		c) 3 or more days	22%
Students who dropped out of school before 6/82	14%	a) None	33%
		b) 1-2 days	25%
		c) 3 or more days	42%

Table 7 Comparison of Students and Dropouts by Proportion of Classes Cut

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Did Student Cut Classes?	Percent Per Level
Students who remained in school until 6/82	86%	a) True	22%
		b) False	78%
Students who dropped out before 6/82	14%	a) True	58%
		b) False	42%

Increased absenteeism and tardiness may imply a lack of interest in or dissatisfaction with school and school work. Forty-five percent of the dropouts reported not being interested in school as opposed to 21% of the continuing students (shown in table 8). The majority of dropouts, 68%, reported being dissatisfied with their education as opposed to 32% of the continuing students (shown in table 9). With regard to homework, (shown in Table 10), 65% of the dropouts reported spending less than 3 hours per week on homework, while 60% of the continuing students reported spending 3 or more hours per week on homework. These findings were consistent with dropout reports (Table 2) that a major reason for quitting school was a dislike for being in school.

Table 8 Comparison of Students and Dropouts by Expressed Interest in School

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Student's Interest in School	Percent Per Level
Students who remained in school until 6/82	86%	a) Interested in school	79%
		b) Not interested in school	21%
Students who dropped out of school before 6/82	14%	a) Interested in school	55%
		b) Not interested in school	45%

Table 9 Comparison of Students and Dropouts by Expressed Satisfaction with Education

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Student Satisfaction with Education	Percent Per Level
Students who remained in school until 6/82	86%	a) Satisfied with way education is going	68%
		b) Not satisfied with way education is going	32%
Students who dropped out of school before 6/82	14%	a) Satisfied with way education is going	32%
		b) Not satisfied with way education is going	68%

Table 10 Comparison of Students and Dropouts by Amount of Time Spent on Homework

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Time Spent on Homework Levels	Percent Per Level
Students who remained in school until 6/82	86%	a) Less than 3 hrs/week	39%
		b) 3 or more hrs/week	60%
		c) None Assigned	1%
Students who dropped out of school before 6/82	14%	a) Less than 3 hrs/week	65%
		b) 3 or more hrs/week	34%
		c) None Assigned	1%

Sophomores who eventually dropped out of school were more likely to report being subject to disciplinary actions at school than sophomores who continued school. Thirty-one percent of the dropouts reported being suspended or put on school probation. In contrast, only 8% of the continuing students reported being suspended or put on probation (shown in table 11). Though only male dropouts reported suspension as a major reason for quitting school, this factor may also be associated with dropouts reporting an inability to get along with teachers. Teachers are usually the first disciplinary contact a student would encounter at school.

Table 11 Comparison of Students and Dropouts by Proportion of Suspensions or Probations

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Students Suspended or on School Probation	Percent Per Level
Students who remained in school until 6/82	86%	a) True	8%
		b) False	92%
Students who dropped out of school before 6/82	14%	a) True	31%
		b) False	69%

Family Characteristics and Expectations of Dropouts

In this section, sophomores who eventually dropped out are compared with their classmates who continued school with respect to the educational attainment of parents, family income, marital status, and marriage/child-bearing expectations.

The 1980 Sophomore survey included questions regarding the educational attainment of the student's parents as well as the family incomes of students. These indices provide a general social-economic measure for comparative purposes. These indices along with parental occupations were scaled to form the SES (social-economic scale) index developed for the High School and Beyond Study (NORC, 1982).

The parents of students who dropped out of school generally had lower educational attainment levels than the parents of students who continued school. Tables 12 and 13 show the educational attainment levels of students' fathers and mothers, respectively. A major difference in fathers' educational attainment for dropouts and continuing students was that fathers of dropouts were less likely to have had more than a high school education (dropouts' fathers, 20%; continuing students' fathers, 37%). A noticeable difference between the student groups with respect to mothers' educational attainment was that mothers of dropouts were less likely to have completed high school (dropouts' mothers, 29%; continuing students' mothers, 13%).

Table 12 Comparison of Students and Dropouts by Educational Attainment of Father

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Educational Attainment of Father	Percent Per Level
Students who remained in school until 6/82	86%	a) Less than high school	14%
		b) High School	27%
		c) More than high school	37%
		d) Does not live with	6%
		e) Does not know	16%
Students who dropped out of school before 6/82	14%	a) Less than high school	18%
		b) High School	26%
		c) More than high school	20%
		d) Does not live with	16%
		e) Does not know	20%

Table 13 Comparison of Students and Dropouts by Educational Attainment of Mother

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Educational Attainment of Mother	Percent Per Level
Students who remained in school until 6/82	86%	a) Less than high school	13%
		b) High School	41%
		c) More than high school	32%
		d) Does not live with	1%
		e) Does not know	13%
Students who dropped out of school before 6/82	14%	a) Less than high school	29%
		b) High School	31%
		c) More than high school	15%
		d) Does not live with	3%
		e) Does not know	22%

The family income of dropouts was generally lower than the family income of students who remained in school. Using a family income of $16,000 for comparative purposes, 46% of the dropouts reported incomes below this figure. About 26% of the continuing students reported incomes below this figure (shown in table 14). Parental educational attainment and family incomes suggest that the social-economic conditions were less favorable for dropouts than for continuing students.

Table 14 Comparison of Students and Dropouts by Family Income

Illinois Sophomore Cohorts Spring, 1980 Estimated N=195,461	Percent of Cohorts	Family Income Levels	Percent Per Level
Students who remained in school until 6/82	86%	a) below $16,000	26%
		b) above $16,000	74%
Students who dropped out of school before 6/82	14%	a) below $16,000	46%
		b) above $16,000	54%

In spring 1980, 2.9% of the students who eventually dropped out had reported having their first child. In contrast, 0.3% of the continuing students reported having their first child. The incidence of first-time birth for dropouts was nearly 10 times greater than that of the continuing students before the dropouts left school. By 1982, 8.8% of the male dropouts and 34.9% of the female students reported having one or more children.

Further, students who eventually dropped out generally expected to begin child rearing at an earlier age than continuing students. Table 15 shows that 29% of the dropouts expected to have their first child before age 21, while 13% of the continuing students had this expectation. The higher incidence of first-time birth, the high proportion of female dropouts with children, and the expectation to begin child rearing at an earlier age are consistent with dropout reports that pregnancy was a major reason for quitting school in Illinois (Table 2).

Table 15 Comparison of Students and Dropouts by Age Expected to Have First Child

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Age Expect to Have First Child	Percent Per Level
Students who remained in school until 6/82	86%	a) Less than 21 yrs. old	13%
		b) 21 or more yrs. old	76%
		c) Does not expect to have children	11%
Students who dropped out of school before 6/82	14%	a) Less than 21 yrs. old	29%
		b) 21 or more yrs. old	56%
		c) Does not expect to have children	15%

NOTE: The number of continuing students who already had first children was estimated to be 424. The number of dropouts who already had first children was estimated to be 507.

Students who eventually dropped out expected to marry at an earlier age than continuing students. Table 16 shows that 53% of the dropouts compared with 29% of the continuing students expected to marry before age 21 even though some continuing students reported being already married. By 1982, 24% of the female dropouts reported being married while 3% of the male dropouts reported being married or divorced. No female dropouts reported a marital status of divorced.

Table 16 Comparison of Students and Dropouts by Age Expected to Marry

Illinois Sophomore Cohorts Spring, 1980 Estimated N = 195,461	Percent of Cohorts	Age Expected to Marry	Percent Per Level
Students who remained in school until 6/82	86%	a) Less than 21 yrs. old	29%
		b) 21 or more yrs. old	63%
		c) Does not expect to marry	7%
Students who dropped out of school before 6/82	14%	a) Less than 21 yrs. old	53%
		b) 21 or more yrs. old	37%
		c) Does not expect to marry	11%

NOTE: The number of continuing students who were already married was estimated to be 321.

Summary

Consistent with their stated reasons for leaving school, many students faced major school-related problems before dropping out. Dropouts were more likely to report failing academically, being absent or tardy from school, lacking interest in school, and being subject to disciplinary actions as compared to students who continued school.

The data presented show that 25% of the Hispanic and Black sophomores eventually dropped out of school. These students in Illinois had a substantially greater risk of dropping out than students of other racial-ethnic characteristics. The Illinois dropout rate for these students exceeded the national rates. The differences in dropout rates for male and female students in Illinois were greater than that reported nation-wide.

For many dropouts, school-related problems such as poor grades, a dislike for school, an inability to get along with teachers, and suspension from school were given as major reasons for leaving school. Other dropouts reported economic and social pressures such as pregnancy, marriage, job offers and family support as major reasons for quitting school. These reasons were also cited by dropouts nation-wide, but the emphasis on poor grades and pregnancy distinguished Illinois dropouts from the rest of the national dropout population.

Students in depressed social-economic conditions were more likely to drop out than students from families of higher social-economic status. The parental educational attainment and family incomes of dropouts were generally lower than that of continuing students. Dropouts were more likely to report that their parents had not graduated from high school.

Family-related problems, particularly pregnancy, were acute for students who eventually dropped out. Over one-third of the female dropouts interviewed in 1982 reported having one or more children. Teenage pregnancy appears to be a major reason that female students drop out.

The data presented were not sufficient to conclude that a particular student with the previous characteristics would drop out of school, but these student characteristics may serve as warning signals for at-risk youth.

In particular, these characteristics are poor academic performance, absence from school for 3 or more days, lack of high school completion by one or both parents, and for females, pregnancy before graduation.

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DLN/2185h

Mr. **Hayes**. Thank you.

[Applause.]

Mr. **Hayes**. Do you have any——

Dr. **Byrd**. There was one additional concern. When we looked at the legislation, we thought that it might be expanded to include——

Mr. **Hayes**. Just a moment. I understand people in the back are having some difficulty in hearing. Speak into the mike.

Dr. **Byrd**. OK. There was one other area that we felt we would like to see you consider as you review this legislation, and that is the emphases that could receive funds.

We in this State have intermediate structures called educational service centers, and we would like you to consider them as a possible source to receive these funds because we are now trying to implement a lot of educational programs at the regional level, especially as we move around the state.

Mr. **Hayes**. I understand, Dr. Byrd, that you have a schedule, and we want to just indicate to you and say to you that we appreciate your coming. We understand your busy schedule. So, if you have somebody that you want to sit in for you to field whatever questions we might have, we would appreciate it.

Dr. **Byrd**. All right. We will do it.

Mr. **Hayes**. Ms. Steinhagen.

STATEMENT OF JUDITH STEINHAGEN, PRINCIPAL, DuSABLE HIGH SCHOOL

Ms. **Steinhagen**. Good morning.

I am Judith Steinhagen, the principal of DuSable High School, 4934 South Wabash Avenue, Chicago, IL.

DuSable is a general high school of approximately 2,000 students, all black, in a high poverty area on the South Side of Chicago, about four blocks from here. We share many similarities with all big inner-city high schools with large numbers of poor children, and, so, I speak of the conditions and for the needs of a much broader pupil population than just the one at DuSable High School.

We receive our students primarily from the neighborhood around the school. We have no entrance requirements other than a signed elementary school diploma.

Research tells us that the students most prone to dropping out of school are minority males who enter high school overage, beyond 14 years of age, and reading below grade level.

An incoming freshman would be expected to score 8.8 on the test administered in the eighth month of his eighth year. Experience tells us that the minority females drop out chiefly due to pregnancy and/or a lack of child care once the baby is born.

I have included some statistics in my written report that I will not read to you now, but a child's chance of dropping out when they enter high school at age 16 is more than double their chance of dropping out when they are 14.

The more a student is behind in reading, which comes as no surprise, the chances of their dropping out is greater. A student reading on grade level has three to four times better chance of succeeding to graduation than one reading below.

Twenty-three schools in Chicago, or approximately 35 percent of our city schools, reflect a better than 50 percent rate of dropout. Our students at DuSable, and this would be true, I imagine, at many big city schools, in our class of 1984, an entering class of 539, 346 of them were 1 or 2 years older than they should be.

In 1985, 384 were older than they should be. Over 74 percent of our students in the freshman class are reading 2 or more years below grade level, and over 60 percent are one or more years older than they should be.

Schools nationwide, like ours, where over 50 percent of the student population did not graduate, are contributing to the serious problems of unemployment and the resulting lost taxes, welfare costs and losses and costs of crime. These problems are and will continue to be staggering if intervention strategies that work are not implemented.

H.R. 3042 strives to address these problems. We need funding to design programs for current students at risk, for dropout retrieval, for pregnancy prevention, for strengthening skills at the elementary school level, and even for those children who are not being prepared for kindergarten. In many poor communities, the dropout syndrome begins for children zero and 5 years of age. H.R. 3042 can be addressed to all of those at risk population.

I thank you for this opportunity to present the big city high schools.

[The prepared statement of Judith Steinhagen follows:]

Presented by Judith Steinhagen, Principal of DuSable High School, 4934 South Wabash Avenue, Chicago, Illinois, to the Subcommittee on Elementary, Secondary and Vocational Education on Monday, June 23, 1986.

DuSable is a general high school of approximately 2000 students, all black, in a high poverty area on the south side of Chicago. We share many similarities with all big inner city schools with large numbers of poor children, and so I speak of the conditions and for the needs of a much broader pupil population than the one at DuSable High School.

We receive our students primarily from the neighborhood around the school. We have no entrance requirements other than a signed elementary school diploma.

*Research tells us that the students most prone to dropping out of school are minority males who enter high school overage (beyond fourteen years of age) and reading below grade level. An incoming freshman would be expected to score 8.8 on a test administered in the eighth month of his eighth year. Experience tells us that minority females drop out chiefly due to pregnancy or lack of child care once the baby is born.

*In a study done of the Chicago Public School dropout problem it was stated that students who enter high school as freshmen are found to drop out at the following rates:

Age	Dropout Rate
14	37.0%
15	59.8%
16≠	68.8%

A second crucial indicator of high dropout potential is a freshman's entering reading score. It comes as no surprise to learn that the better a student's reading score in eighth grade, the better are his/her chances of graduating high school.

CityWide Date

Stanine	Grade Equivalent	Dropout Rate	Level
1	0.5 - 4.6	67.8%	Below
2 & 3	4.7 - 6.7	49.9%	Below
4	6.8 - 8.0	39.3%	Below
5	8.1 - 9.2	28.0%	Normal
6 & Up	9.3 - 13.9	18.8%	Above

Twenty three schools in Chicago, or approximately 35% of our city schools reflect a 50≠ rate of dropout.

Our school records reveal the following characteristics for the Freshman classes of 1984 and 1985:

	1984			1885		
# of Students	Age		Reading	# of Students	Age	
	15	16	Score		15	16
49	11	2	8.8 - 11.0	50	14	
89	40	1	7.8 - 8.7	123	48	1
138	81	6	6.8 - 7.7	166	95	3
263	189	16	below 6.7	286	201	22
539	321	25		625	358	26
	346				384	

74.4% of the students in the Freshman class of 1984 and 72.3% of the class of 1985 were reading two or more years below grade level when they entered high school. 64.1% of the class of 1984 were one or more years overage, as were 61.4% of the class of 1985.

Schools, nationwide, like ours where over 50% of the student population do not graduate, are contributing to the serious problems of unemployment and the resulting lost taxes, welfare costs and the losses and costs of crime. These problems are, and will continue to be staggering if intervention strategies that work are not implemented.

H.R. 3042 strives to address these problems. We need funding to design programs for current students at risk, for dropout retrieval, for pregnancy prevention, for strengthening skills at the elementary school level and even for those children who are not being prepared for kindergarten. In many poor communities the dropout syndrome begins for children between 0 and 5 years of age. H.R. 3042 can be addressed to all of those at risk populations.

*Dropouts From the Chicago Public Schools - Chicago Panel on Public School Finance, April, 1985

Mr. **Hayes**. Thank you, Ms. Steinhagen.

My intentions are to visit DuSable upon conclusion of this hearing in a few minutes.

I want to say that I certainly appreciate the show of support that has been advanced by you as witnesses here, and it has been said already, H.R. 3042 is certainly not a cure-all for what is a tragic problem facing our Nation and the great State of Illinois, but it is at least a beginning. The $50 million a year which has been suggested that the Federal Government should provide to promote the programs is a drop in the bucket to the need.

I am sure that each of you, and I direct this question to you, Dr. Dixon, the mayor of the city indicated the amount of money that is spent on the schools, the urban/suburban schools, compared to the schools in the inner city. Would you care to comment on this problem? It is one that I think we have to recognize does exist.

We live in a society now, and maybe I can just embellish a little bit, where it is so important that facilities at the high school level are such that the kids can acquire the kind of education that is so necessary to be productive citizens in this age of high technology.

I was told, for example, that computers do not exist at many high schools in the inner city or did not exist. Is this true or not?

Dr. **Byrd**. I will let Dr. Grant speak about the Chicago public schools, but we know from looking at the suburban schools, when the computers do exist in the inner cities, they do not have them in the quantity or the courses offered, they cannot afford to do that, as we find in some of our suburban high schools.

One of the things we have been doing at the State level is we are charged by legislation from last year to come up with a new State aid form with the intent to try and equalize our State resources and funding. We would hope that the Federal Government, as we look historically going back to 1965, and understanding that part of this process is to help with the equalization process, not only among States but within States, we look at this as an opportunity to do that as is most Federal legislation in education because you do not have, or we do not as a society attempt to put very much of our Federal dollars into the educational pie.

We know, for instance, that in no district in this State do Federal funds comprise more than 13 percent of total expenditures of that district, but, at the same time, in those districts that do receive those Federal funds, they can make a very, very substantial difference.

So, we would encourage you to use this program as most Federal programs to equalize and to help us with that process as we try at the state level to get more equity in our funding because we are well aware of the disparity between inner city schools and some of our more affluent suburban neighbors.

Dr. Grant, did you want to respond to that?

Dr. **Grant**. Well, I would just say that the Federal funds that are available to us at this point in many funded programs do give us an opportunity to show, for instance, in the Elementary and Secondary School Act, that Federal funds can make a difference for inner city youngsters.

The problem is not computers at the high school level. We do have some. I think the problem is in numbers. I think with the funds that we have available, they are showing that differences can be made with adequate funding.

Mr. HAYES. Congressman Hawkins?

Chairman HAWKINS. The full committee tomorrow morning will be acting on H.R. 3042, and I am rather confident that we will report the bill out of the full committee. We will recommend that it be approved by the House.

The only question that seems to be at odds among the members of the committee—and this may reflect differences among the membership of the full House—is the $50 million to begin the program. It has been said that this program is not only valuable educationally, but that it is also cost-effective, socially desirable, and morally sound.

However, we anticipate opposition from the administration, again based on the cost of the program itself. The implication of the administration is that if those of you at the local level think the program is so desirable, why is it not possible for you to raise the money at the State and local levels?

I wonder if any of you would care to comment on the ability of local governments in one way or another to finance these programs, not only this one, but the many other Federal initiatives where we are finding it increasingly difficult to persuade the members of Congress to put the money out behind the bill.

Can the State and local government do it?

Dr. BYRD. Well, I would like to comment. One of our problems, unlike the Federal Government, we cannot go into deficit funding.

We are charged to have a balanced budget, and we, just like the Federal Government, Congressmen, are right in the middle of trying to get a balance in our economic growth. Illinois' projected growth was supposed to be four percent last year. We did not quite get to that, even though we are bringing in the Japanese auto plant. We, right now, are right in the middle of legislative debate in Springfield.

We receive more than indicated, and we needed $264 million new just to maintain the thrust that we started in the educational reform package of last year. Just to handle it, four percent inflationary fee.

Our bureau of budget has indicated that we only have $238 million available, which is inadequate to fully fund the educational program that we are starting, and if you want to compare us on a Federal perspective, you want $50 million nationwide, we are putting in $10 million on this problem right now as a State.

It is always a matter of conflicting goods, and especially at the State level, where our dollars do tend to go more to human services than the Federal dollars go toward, and, in fact, if there was something I would say to address to your colleagues, it might be the idea that perhaps the greatest defense we could have of this Nation is in the strength and well-being of its individuals and not necessarily in missiles, but, of course, you hear that argument all the time.

I would hope that somebody could put it in somewhat of a perspective that $50 million when spread across—if you would divide it up among 50 States, that is a million a State, and if we would divide that up among per pupils, we are not really talking about a lot of money, and as you indicated, Congressman Hawkins, this is a demonstration project.

I would think that what we need to do as we move into education funding in all programs, I think this would be palatable to the other members of the committee and the Republicans persuaded to think in terms of longer than 1 year. I think that if we talk about $50 million this year and let us make some assumptions that it works, then what will we talk about next year and when we will have the problem eradicated.

If this is a demonstration system and where does it fit in with the integration of other Federal programs, where does it fit in with State and local programs, so that the thrust of all programs can be tied together so people like Dr. Grant do not have to worry about trying to make things fit when he has got the problem of trying to make all programs operate in one school system, and I think that this program integration and the actual benefits of the study of a successful demonstration project and how will we, say, down the line going to keep those things that we learned, keep them and have them come to fruition in the normal day-to-day operations of all schools.

I think that is one of the things that we need to take a hard look at when we examine Federal dollars.

Mr. **Grayson**. May I say something, Congressman Hayes, too, in that regard?

Mr. **Hayes**. Sure. Go right ahead.

Mr. **Grayson**. As we all know, truancy and dropping out is extremely complex, and the studies show that the dropout rate nationally has been around 25 percent since the 1950's, and, suddenly, people are concerned about kids not being in school, and we do not know why, we do not know who is dropping out and so forth.

Contrary to popular belief in some instances, the States do look to the U.S. Congress for direction and leadership, and one of the uniquenesses of this bill that you have is that—and very detailed, is the component for the national school dropout study.

In Illinois, for this $10 million, we had over a 109 applications requesting over $26 million. We do not even consider that to be the full resource needs of the State. We only had $10 million. The Chicago public schools asked for $9 million, which is a modicum to reach the needs.

Your $50 million can help this State by providing the leadership and clear direction, particularly in those areas that you mentioned in your bill, identifying at-risk kids, what are the indicators; working or pregnancy or failing 1 year behind or 2 years behind and so forth, but getting good data on identification of at-risk kids early as well as how you go about recovering and retrieving dropouts and getting them back into a program and what can be the best program for a youngster that has left the system and will not come back.

I mentioned this, what is the enticement, and clear leadership on what is the appropriate kind of data to collect so that the States can best use their resources, and I think if your $50 million is targeted in that way, you can provide the leadership and consistency and direction to the States to use.

Thank you.

Chairman **Hawkins**. Dr. Dixon, I, too, regret that you cannot vote in two districts. I thought the complaint in Chicago was you sometimes vote twice in the same district.

Mr. **Dixon**. That was under the prior administration.

Mr. **Hayes**. Ms. Steinhagen, what is the total enrollment at DuSable?

Ms. **Steinhagen**. Just under 2,000.

Mr. **Hayes**. Just under 2,000.

And the problem of high school dropouts that you have talked about, we had talked about, I am just bothered by whether or not the budgetary constraints that are now being imposed under the Gramm-Rudman-Hollings Act is going to give cause—if they are put into effect as an effective hold on the public school system, if you have looked at it from the point of view that a specific acceleration of this dropout ratio due to the reduction of funds that you are now getting.

Ms. **Steinhagen**. Well, I think that anything that accelerates poverty is going to do that. We still do have the young people that will drop out of school to support their families because they think they can do it at a $3.35-an-hour job at a fast-food place.

I think this is such a severe problem. Of course, the dropout rate was like that when I went to school, but you did not need a high school education to get a job, and I think that the amounts that we are losing, not only in the payment of welfare, but the amounts that we are losing in the noncollection of taxes, because I am pretty sure from looking around the school and driving up and down the streets around the school, that the dropouts are not working, and, so, they are contributing nothing, and I think that the problem really seriously starts with very, very young babies who have problems in elementary school.

There is a lot of criticism that high schools are not doing their jobs, and our teachers say, well, the elementary school teachers are not doing their job. I think the elementary teachers in some instances are doing outstanding jobs. The children that come to school prepared are being held back by children who are not prepared and taking the teachers' time.

So, any amounts of money are probably not enough because I really see this as a problem beginning in some cases almost at birth.

Mr. **Hayes**. You mentioned teenage pregnancy as being one of the real reasons for dropouts among——

Ms. **Steinhagen**. For females, yes.

Mr. **Hayes** [continuing]. Females. You indicated, I think I heard some statistics, that the ratio of dropouts among males was even higher than that.

Ms. **Steinhagen**. Ours remains pretty consistent. I guess they say nationwide it is higher with males. As you may have seen, and I know you are coming to visit, we do have a clinic established now by some foundations. We feel that that may be a short-term solution to keep our girls in school, but another very serious problem is goal raising.

Many of our students will tell us and their parents will tell us that they are the first high school graduates in that family. So, I think if we can short term the pregnancy rate while we build goals and aspirations for the young women, we can probably bring our female dropout rate more in line with the national average.

Mr. **Hayes**. What percentage of—maybe I should ask this of the doctor. What percentage of the enrollment in the Chicago Public School System is black?

Mr. **Grayson**. Approximately 60 percent at this time.

Mr. **Hayes**. And does that include Hispanics?

Mr. **Grayson**. Hispanics are approximately 22 percent.

Mr. **Hayes**. Out of a total enrollment of what?

Mr. **Grayson**. Out of a total enrollment of approximately 435,000 youngsters.

Mr. **Hayes**. Can you hear me in the back?

Voice. We want you to speak up and speak into the microphone.

Mr. **Hayes**. I am sorry. All right, all right. I usually do not have problems being heard. I am always conscious of that fact.

I want to thank this panel for having presented us with some excellent testimony, and I say again to you that your entire prepared testimony will be printed and made part of the record.

It is our hope and our feeling that certainly you have made a contribution here this morning towards the passage of 3042 by focusing attention on what is a critical problem facing our whole Nation. The Federal Government, particularly we, as Members of the House of Representatives, has to begin to address itself to this problem for the welfare of the total Nation.

Thank you very much.

All. Thank you. [Applause.]

Mr. **Hayes**. I am now going to call panel No. 2, Roberto Rivera, director of Chicago Intervention Network, Chicago Department of Human Services; Father Charles Kyle, St. Xavier Church; Kathy Dunbar, student, who is going to be accompanied by an adviser, Reginald Payne.

I say to you as I have said to the previous panel your entire testimony will be made a part of the record, printed into the record, and you can deal with your testimony in its entirety or the highlights of it, whichever you choose as your pleasure.

We certainly appreciate your being with us this morning. You will be the final panel that we will hear before we break for lunch which is going to be brief. Do not get excited, people. We will only take about 20 minutes to have a break.

We will start this panel by hearing from Roberto Rivera.

STATEMENT OF ROBERTO RIVERA, DIRECTOR, CHICAGO INTERVENTION NETWORK, CHICAGO DEPARTMENT OF HUMAN SERVICES

Mr. **Rivera**. Good morning.

Good morning, distinguished and honorable Members of the U.S. Congress. My name is Roberta Rivera, and I am the director of the Chicago Intervention Network, Department of Human Services, city of Chicago.

The Chicago Intervention Network Program is a major initiative of Mayor Harold Washington and the city of Chicago that is curbing the high rate of youth crimes attributed to street gangs.

The Chicago Intervention Network has been credited for playing a major role in the reduction of gang-related homicides since the program's inception. Since July 1985, there has been a 42-percent reduction of gang-related homicides in those areas of the city that are high-priority areas. They are the Cabrini Green Chicago Housing Authority area, the Henry Horner Chicago Housing Authority Developments, the Robert Taylor Chicago Housing Authority developing area, the Humboldt Park/West Town community and the Pilsen/Little Village community. Citywide, the program has been credited for a 32-percent reduction in gang-related homicides.

According to the Aspira Chicago dropout study in 1984, fear of gangs was the most often-cited reason why students dropped out of school. Better than one out of every four students that dropped out of high school did so because of unsafe schools.

According to the U.S. Department of Justice, Office of Research and Census, nationally, over 300,000 students are assaulted every month while attending school. While high school dropout and students being assaulted in and around our schools are serious issues, ineffective and unsafe schools also contribute to other factors that are both costly to the taxpayer as well as contributes to the erosion of the social fabric that communities are made of. For example, in Chicago, according to the Chicago Police Department, over 47,000 citations were issued this year because of truancy. Further, nearly 60 percent of all youth crime takes place during the school hours, when kids should be in school.

Another component of the Aspira Chicago study indicated that the selling and distribution of drugs and other substances are so prevalent that 94 percent of the interviewees indicated that they or someone they knew could purchase any type of drugs in and around schools in less than an hour.

Recently, the State of Illinois General Assembly supported a number of recommendations proposed by the Illinois State Task Force on Hispanic Student Dropouts. One of the key legislative thrusts of the task force was the safe school zone. The legislation calls for increased penalties for the possession of weapons on school grounds. In addition to increased penalties for the distribution of drugs and other substances within a 1,000-foot radius of a school.

As part of the Chicago Intervention Network initiative, 40 Chicago public schools have been identified for the purpose of enhancing the safety of students in and around those schools, student's safety as well as impacting the dropout rate, which destroys the future of our youth and their respective communities, is one of the many focuses of the Chicago Intervention Network.

Less than 2 weeks ago, Mayor Harold Washington announced the creation of the Chicago Safety Network. This initiative will supplement the thrust of the Chicago Intervention Network safe school zone program by mandating that in addition to our efforts in the schools, neighborhoods immediately surrounding our targeted schools will be organized into safe school zone block clubs. These safety zones will be expanded to include other residential and commercial areas that could benefit from this program.

Recent efforts on the part of Government are not necessarily attributed to the goodwill of Government. Unfortunately, youth have paid with their lives because of the failures of the adult community and institutions. In 1984, the Humboldt Park Community buried 38 young people due to gang violence. All of them were high school dropouts.

As a result of these deaths, the Federal Bureau of Investigation labeled the Humboldt Park community as the most violent community in the United States. Also, in 1984, a promising and gifted young man was killed blocks away from his high school. The school, Simeon High School; the student, Benjamin Wilson.

It has been the community, through the efforts of agencies, parents and students, groups like the Network for Youth Services, the Urban League, the United Neighborhood Organization [UNO], Designs for Change, the Alternative School Network, and many other groups, have come to realize that the best investment we can make in America is one that makes it possible for students to graduate, who can read, write, and be critical thinkers.

As the director of the most comprehensive antigang program put together in the history of Chicago, I believe that the gang problem in Chicago and elsewhere can be sufficiently resolved if we can benefit from a school system that would graduate 80 to 90 percent of its students, as opposed to what communities are forced to endure, a systemwide dropout rate of 47 percent, and in the poorest communities, a dropout rate of 70 to 80 percent.

It has been the community that created the legislative initiative in Springfield which created the safe school zone, the educational partnership act, which fosters an increased role of higher learning institutions with public elementary and secondary schools through accredited programs and college financial aid for college students who tutor community youth. Another effort that the community groups supported and advocated for was the lowering of the student-to-counselor ratio rate currently projected at 750 to 1. This number is to be reduced by 1990 to 250 to 1. According to one analysis made in last year's Federal budget, less than 5 percent of the total budget benefited youth. Before us exists an opportunity to impact those who fall to the wayside as a result of an unresponsible system. The same system that reported for years that the dropout rate was less than 10 percent for the city of Chicago, and less than 5 percent for the State of Illinois.

As a member of the Illinois State Task Force on Hispanic Student Dropouts, we discovered computer printouts that indicated that as early as 1981, the State board of education knew that the dropout rate exceeded 45 for the city of Chicago, and that nearly 35 percent of all students in the State of Illinois drop out of high school.

I support the bill under discussion because it provides for a major inroad that both the State board of education and the Chicago public schools did not support at the State legislative level. The school reentry act will allow students to have a second opportunity to complete their education.

The bill also calls for developing a uniformed recording and reporting system which will allow us to truly gage our efforts, to make corrections, to monitor educational decisions and reform; and, finally, to make the school system an accountable system to communities, to students, and to the taxpayer.

Thank you for the opportunity to testify on this important issue.

Mr. **Hayes**. Thank you. Thank you.

[Applause.]

Mr. **Hayes**. Father.

Father **Kyle**. Thank you very much, Congressman Hayes, who I worked for as a farm worker. I always used to open your hog barns.

Mr. **Hayes**. That is right.

STATEMENT OF FATHER CHARLES KYLE, ST. XAVIER CHURCH

Father **Kyle**. In 1971, I was attending a meeting of the Lakeview Latin American Coalition in the basement of St. Sebastian Church. A presentation was being given by Dr. Isidro Lucas who had recently completed a report for the U.S. Department of Health, Education and Welfare on dropouts in the Hispanic community in Chicago. He reported to us that the dropout rate in Chicago for Puerto Rican students in Chicago public schools in 1971 was 71.2 percent.

He also explained that the findings of his report had been covered up and the Chicago Board of Education would not even allow its minutes to record that he had submitted to them a copy of his study. In all honesty, I did not believe Dr. Lucas nor his findings, Congressmen.

Yet, during my 17 years as a priest in Spanish-speaking parishes in Chicago, I have had to bury 18 youths who were killed in street related violence. Honorable Congressmen, there is no scream like that of a mother when her child's coffin is closed. It is a sound you never forget. Because of the findings of Dr. Lucas, when I would be driving home from one of these funerals, I tried to think, what is the relationship, and I would go over to a school and I would ask why was this person not in school. Sometimes I would be told that that person was in school and they would get them out of class because, at that time, the attendance records were related to the State funding formula, and they were keeping kids on the books that really were not in school; therefore, they were not seeking them as truants.

As time went on, I would ask at all the funerals, what school was he in, what school were they in, and every one of these 18 young people that I buried had dropped out of school.

My deep personal concern over the dropout question led to my completion of a doctoral dissertation at Northwestern University in June 1984. This study was sponsored by Aspira, Inc., of Illinois, and supported by the National Center for Bilingual Research, John and Katherine MacArthur Foundation, the Hispanic Policy Development Project, and Northwestern University's Center for Urban Affairs and Policy Research.

The study found that the dropout rate at two predominantly Hispanic public high schools in Chicago approached 70 percent and that the systemwide dropout rate for the class of 1983 of Chicago public high schools was approximately 47 percent.

This systemwide dropout rate is very close to the 43 percent reported that year by the Chicago Panel for Public School Finances, yet it is quite different from the dropout rate of 8 percent for that year that the Chicago public schools were using, and I sat on the committee on the dropout reduction that were given in those documents.

The dropout problem is a graver societal problem now than 10 years ago because there is no longer safety valves in the American economy for dropouts who can be defined as unskilled manual laborers. As the Midwest and the Nation as a whole is discovering, operative jobs are being performed abroad by low cost foreign labor. Over 200,000 operatives or manufacturing jobs have disappeared from Illinois in the last 10 years. Operative work, like assembly and punch press, had been the labor market safety valve for dropouts. These lost job categories will not return as the new jobs becoming available demand educated workers who can understand and operate high-technology computer-related equipment.

In addition, the educational unpreparedness of our youth has already proven to be a weak link in our military forces as many members of our volunteer military services are unable to operate the new high-technology armaments.

Thus, the severe dropout problem is both a drain on national economic development and poses an internal threat to our national security.

The reason that dropout data was never a concern to most of us is because the rate was consistently underreported. When I did my doctoral dissertation, which consisted of a study of two Hispanic high schools in Chicago, I used three different measures for the dropout rate.

First, I followed each student by identification number from the entering freshmen classes of 1979 at these two schools over 4 years, followed them anywhere within the public school system. Second, I studied the attendance numbers that were entered for the freshmen cohort of 1979 and followed them by grade year over 4 years in what is called the annual Federal racial/ethnic count that is submitted for these schools.

Finally, at the suggestion of a student, I got yearbooks and started counting pictures, started following over 4 years where these pictures are and where they went to. I also interviewed at home 100 dropouts, 100 stayins from the 1979 freshmen cohorts of these two schools.

One of the things that I found was that a school which reported a 4.5-percent dropout rate for the graduating class of 1983 had graduated only 345 students from a freshman class in 1979 of 1,985 students.

Indeed, what Dr. Lucas had alleged in 1971 was true in 1984, that is, statistics were being creatively manipulated to falsely indicate that an extremely grave problem was almost nonexistent, and as an aside, when I met with Dr. Lucas after I completed this study and I had not spoken to him for fear of biasing the study, and I told him the results, he cried. He said I cannot tell you how sad this makes me because I had hoped things would have been different. Here is a man whose whole career was ruined by covering up this.

Honored Representatives, I assure you that the inaccurate recording of dropout data is, indeed, a national phenomenon. In April 1984, I addressed the Foco Conference of Hispanics in Higher Education at the University of Michigan, and it was told after my presentation that the underreporting of dropout data was happening in Michigan.

On May 5, 1984, I was a featured speaker at the Cinco de Mayo Celebration at the School of Education at Harvard University and was told by participants at this Harvard conference that they had encountered similar experiences with false dropout rates.

In August 1984, I addressed a workshop of the Society for the Study of Social Problems in San Antonio, TX, and was told by a professor from Southern Methodist University of similar findings in Texas. Finally, I encountered the same reactions to these findings when I addressed the American Sociological Society in Washington, DC, in August of last year.

Because of these nationwide experiences in academic settings, I applaud H.R. 3042 which will establish a national definition of dropout and a method to collect this statistic. When deciding on such a definition, I urge you to consider that many students actually drop out of school after eighth grade and I urge you also to consider that the completion of an general equivalency diploma should not be used as a way of covering up whether or not somebody completed a full 4-year course of education, and this is especially related to the labor market, because in 6 weeks of preparing for a GED, you do not learn how to get up on time, you do not learn how to complete assignments. There are so many things that are learned besides just the content of the GED that you should be able to distinguish between those statistics.

The State of Illinois has passed the following dropout-related legislation. It has established a kindergarten to 12th grade definition of dropout. Mandated the reporting of dropout rates yearly by school by race, by gender, by special program to be included in the Governor's annual report. Mandated that the auditor general of the State inspect such reports for compliance with state reporting procedures, and, finally, establish a class A misdemeanor criminal penalty, 1 year in jail, for the falsification of dropout data. That is how important we consider this as a measure.

While conducting the Aspira of Illinois study of two predominantly Hispanic high schools in Chicago, I found that the reason most often given for dropping out was fear of gangs. That things had tipped so far that basically the good kids were afraid to go to school.

In March 1985, I was project director of a research team from DePaul University whose members were was invited by Dr. Byrd of the Board of Education to conduct a study of students at-risk of leaving school, which Dr. Byrd referred to, and I have given you a full copy of that report, and they opened all their records and, indeed, you cannot identify who the students at-risk are.

The study included an analysis of 97,867 student records of entering freshmen in the classes of 1979, 1980, and 1981, based on data provided by the Office of Research and Evaluation, Chicago public schools. This fine data base was prepared for us by Dr. William Rice of the Chicago public schools. The findings of the DePaul University study included:

While previous studies based on systemwide dropout rates suggested that there is racial/ethnic difference in the dropout rate, the present student suggests that there is little difference between dropout rates for racial/ethnic groups in Chicago public schools if the students attend the same type of school. In other words, a student attends a selective school, selective academic, selective vocational school, where they have to be properly prepared to enter the school, the minority student outperformed the white student.

For example, in the selective academic schools, like Whitney Young and like RayTech, the lowest dropout rate is for black females of all groups. In the vocational school, selective vocational schools, the lowest dropout rate is for Hispanics, male or female, and, so, the preparedness of the student and the type of school is a real factor and by aggregating the systems that are racially tipped one way or another without doing fine-tuning, you may miss that.

The focus of the dropout retention programs in Chicago public schools should be the classroom since the youths most at-risk of leaving school, as others have said, are often overaged, have failed minimum competency tests, and are behind level in reading and mathematics.

Intervention to help a student at risk should be initiated before 11th grade because a great number of the students at risk will have left school before they enter their junior year.

Principals in Chicago public high schools perceive course failures as the most important reason for students dropping out.

Chicago high school dropouts earn at least $5,000 less each year than high school graduates. According to the U.S. Census in 1980, Chicago had about 180,000 more high school dropouts than the national dropout rate would predict for this urban population. Each year, these extra 180,000 high school dropouts contribute at least $22.8 million less in State income taxes than the high school graduates do. So, it is cost-effective once you begin it because it is a cumulative thing that goes on year after year after year.

While the finding that students attending the same selection schools perform about the same—many say that the reason that the dropout rate is so high is because parents of dropouts do not think that the education of their children is important. Yet, what research has done, such as Angela Miller's did, a doctoral candidate at the University of Illinois in Chicago, has found in a survey of Mexican-American parents at Juarez High School that 90 percent of those parents stated that they would endure serious financial hardship in order to see their child graduate from high school.

There are some exciting directions which can help ameliorate the catastrophic dropout rate in Chicago. The Network for Youth Services is a coalition of 33 youth-serving agencies in the Logan Square, Humboldt Park, and Westtown neighborhoods in Chicago. They have initiated a citywide media blitz titled "Operation Graduation". I can show you this poster. Maybe the staff can pass it up, but it was designed by youth, and it is going to appear on every bus and every train in Chicago, and the message is "Where will you be in 10 years if you drop out of school?" If you have dropped out and want to return to school, call Operation Graduation.

The first 5 days that it began appearing just on a few buses, we got 56 phone calls from kids calling up saying, I want to go back to school, how do I do it, who is going to help facilitate it.

The campaign was a local initiative which secured the cooperation of Hispanic media consultants, the Chicago Transit Authority and McDonald's Corp. So, it was paid for by those functions.

There is a tremendous need for retrieval programs for dropouts which would provide 6 months to 1 year of highly individualized teaching in a warm community setting to provide an academic and social bridge from the streets to the ordinary classroom situation. The Network for Youth Services now has a school going at the YMCA, a school going in Erie Neighborhood House, a school going at Logan Square Girls & Boys Club, and what we do is we get the kids who are out at least 6 months and let them be in a warm setting where they have one teacher teaching them all day reading and math, earn some credits, and then move them into the regular school setting.

Universities can also play a major contribution. Four years ago, DePaul University jointly founded the STEP Program with Juarez Chicago Public High School. For 4 years, DePaul University has sent buses to Juarez High School each Saturday and taken these Mexican-American youths to the DePaul campus for intensive tutoring in math and the sciences. More than 500 students have participated in this program. Some of the students who have completed this program have tested in the top 1 percent of the highest scorers in the Nation and have received scholarships to the Nation's most elite universities.

The program yearly ends with a banquest at DePaul University for parents and students. This year's banquet was packed with parents and students. Next year, the program is being expanded to include a predominantly black high school in Chicago, Corliss High School, and they will begin the same program at Corliss.

In closing, I want to thank each of you for your dedication to the young people of our country and to promise the support of our community in the passage of H.R. 3042.

I especially wish to thank Congressman Charles Hayes for his leadership and concern for our city's young people and also the Urban League in this country.

Thank you.

[Addendum to the statement of Father Kyle follows:]

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Mr. Hayes. Thank you very much. [Applause.]

The next young lady is Kathy Dunbar. Kathy Dunbar has had a few problems gearing herself to have the courage to appear before this committee, and she came into the office last week and was a little bit nervous the first time I met with her about appearing before our committee.

I gave her every assurance that she would have no need to be fearful of testifying before our committee. Not only did she have friends on the committee who would be listening to her, but the audience, I am sure the vast majority of them, would be sympathetic toward her, a young student who did drop out of high school, and is prepared to tell us about the circumstances, so as to help others who may choose to follow the same route and discourage them from doing it.

So, Ms. Dunbar, will you please proceed with the assurance that we are with you? Pull the mike up to you now.

STATEMENT OF KATHY DUNBAR, STUDENT

Ms. Dunbar. Good morning. Good morning.

My name is Kathy Dunbar. I am 19 years old. I have a 10-month-old son.

The reason I am here today is to tell you about my reasons for leaving high school. I began high school when I was 13 years of age. At the time, I felt I was not ready for high school, and I was not too sure of myself.

I did not feel comfortable with my classmates and teachers, and I was not particularly interested in my studies. I did not have much confidence in myself and I did not see any reason to continue.

I came back to school because I realized without a diploma, there were not too many things I could accomplish. There would not be much I could do for myself and my son. I would have to take low-paying jobs or do something illegal to make money or to get a job.

I would not have options to do many things that I would be able to do with a diploma. I am presently enrolled in a program at CAMC, called special project, mayor's office of employment and training. It works with people like myself who have left high school.

While in the program, I received 8 weeks of academic and job training. This program has given me confidence in myself and I can work at my own pace. I do not feel pressured to achieve my goals, and I feel comfortable with my classmates. Although I am getting paid to go there, that is not my reason for staying on with this program.

I am really learning something, and I feel confident in the work that I do. The atmosphere is pleasant and so are the people I work with. I feel that when the program is over, I will be able to say that I have accomplished a lot toward my goals.

My advice to other people who have left high school or think about leaving high school is this: Do not make the same mistake I made because you will regret it later on in life. Things will be very difficult for you and you would never achieve your goals.

Many opportunities that are available for a person who has a diploma will not be available for you. You will not be able to accomplish anything or get anywhere in life without a diploma. Stay in school, you will benefit greatly if you do.

Thank you. [Applause.]

Mr. **Hayes**. Mr. Payne, would you care to add something?

Mr. **Payne**. I would like to.

Mr. **Hayes**. Raise it up a little, see if you can talk directly into it. Does not sound like it. Push the one over.

STATEMENT OF REGINALD PAYNE, DIRECTOR, COMMUNITY ALLIANCE OF METROPOLITAN CHICAGO [CAMC]

Mr. **Payne**. Congressman Hayes, Congressman Hawkins, and committee members. Good morning.

Mr. **Hayes**. Good morning.

Mr. **Payne**. My name is Reginald Payne, and I am the director of the Community Alliance of Metropolitan Chicago [CAMC].

CAMC is a community-based educational agency for dropouts sixteen to 21 years of age. CAMC provides remedial education, preemployment training and job and college placement for student graduates.

I am here today to document support for bill H.R. 3042, the dropout prevention and demonstration project. I am also here to document support for community-based educational organizations, who have been viable and active partners in the effort to impact dropouts, both potential and actual.

Community-based educational organizations are better equipped to help dropouts for the following reasons:

One, they have greater flexibility of staffing and scheduling.

Two, They have very strong roots in the community.

Three, they provide small class size, individualized instructions, and immediate support counseling. We call it hallway counseling.

Four, they have well-established networks of resources with which they are accustomed to working with.

Poor and minority youth have lost their sense of hope and their vision of a better tomorrow. Nothing is more debilitating, more destructive of an individual's effort and responsibility than the perception of having no control over one's own future.

This labor force that this country will be dependent upon in the next decade, the 16 to 19 year old dropout youth, needs the $50 million investment of H.R. 3042 to become self-sufficient, income-earning adults, with marketable skills.

According to the Bureau of Labor Statistics, in 1975, the youth unemployment rate for whites was 17.9 percent compared to 39.5 percent for black youths. In 1980, it was 15.5 percent for white youths and 38.5 percent for black youths. In 1985, the figure for white youths was 15.7 percent and 40.2 for black youths.

The illiteracy rate for black youths over 18 was 44 percent out of 7.8 million blacks in that category. Fifty-six percent out of 5.1 million Hispanics in that age category.

According to the high school dropout prevention network of southeast Michigan, its recent study confirmed the alarming dropout rate in the following urban cities: New York, 56.4 percent; Boston, 52.2 percent; Detroit, 33.5 percent; Michigan, 51 percent; and Chicago, 43.5 percent. What works for dropouts? What works for dropouts are the same programs and strategies that work with potential dropouts. Remedial education, basic skills training in reading, writing and computing, and more importantly, a school-to-work component that guarantees entry-level employment for the acquisition of a major educational goal or a school completion for potential in-school dropouts.

Employment incentives must be considered in order to impact this neglected, yet emerging youth population. Community-based education organizations must be cut in and not cut out in this major effort of redirecting the country's next labor force.

Organizations like the Alternative School Network, which is a neighborhood-based organization that includes youth service agencies and alternative schools, serving minority youth, provides a competency-based job training, computer-assisted instruction and basic skills and job placement for dropouts.

Big Buddies, Inc., the Institute for African Education, which is a national educational agency that utilizes sports and education as a strategy of impacting educational goals of high schools. This agency is directed by Larry Hawkins of Chicago. These are just a few of the community-based organizations that H.R. 3042 will have an impact upon, provided that local educational agencies, such as the Board of Education, Chicago City Colleges, and the State Board of Education include them in the program strategies, the advisory council make-up, and funding commitments.

This effort should be a joint commitment for the long-term investment of our future. Conservative estimates have calculated that the cost of incarceration for an adult, 22 and older, in this country's prison system is $22,000. It is $10,000 for a juvenile for 1 year. It takes $2.5 million to teach a youth to read from kindergarten to 12th grade, and $2,054 for a school-age child in Chicago public schools.

We have not invested nearly enough to redirect minority dropouts back into the labor force, back on the tax rolls, and off the welfare rolls. H.R. 3042 is a new beginning. The success of this bill relies on how willing the schools will work collaboratively with community-based organizations, how willing the business community will guarantee employment for the educational success of former and potential dropouts, and the commitment of this committee to return the sense of lost hope in the vision of a better tomorrow to this special population.

We also need swift approval of the targeted jobs tax credits legislation, which expired December 1985. TJTC is greatly needed for the job placement strategies of CBO's. It is needed as an incentive for neighborhood businesses.

I would like this morning to introduce a group of young people who chose a second chance for a better tomorrow, a group who would like to learn, who would like to work, who would like to pay taxes, who would like to raise a family, and who would like to make a contribution to this country. Today, they are mere numbers and statistics. Tomorrow, they are the future.

Will the students from CAMC please stand and be recognized?

[Applause.]

Mr. PAYNE. Bill H.R. 3042 is a well-intended investment in this country's future.

Thank you.

[Applause.]

Mr. **Hayes**. Thank you. Both you and Ms. Dunbar.

Each of you have addressed yourselves not only to the severity of the problem of high school dropouts, but you have touched upon some of the root causes of it.

I know you, Mr. Rivera, indicated that crime and fear in and around the school had been at least some of the reasons why some kids choose to dropout rather than to continue to participate in that kind of environment.

Father, you mentioned that you had participated and officiated at the funerals of, I think, 18, 17 or 18 students over the years, and all of them were dropouts.

We have certainly had certain overviews of the kinds of programs that are being pushed now, which Ms. Dunbar has benefitted from.

Do you see—this is addressed to all of you—the $50 million that we are talking about per year, $50 million per year, over a 3 year period, as being helpful in—I know the city has its own program, Mr. Rivera, and fighting the drug problem, which is a real rough problem.

The accessibility of drugs into schools certainly is something that the city has been addressing itself to, and I noticed there was a mention here of 1 counselor for every 750 students and you hope to reduce it to one counselor for every 250 students.

Do you see, for example, that some of this money that we are talking about being used in that direction to counsel these students that may encourage those who dropped out to come back in and maybe discourage those who have been duped? For example, the drug pushers.

I have had a feeling that those who really make the money out of drugs and victimize our young are not usually apprehended. It is the victims who suffer the most.

What is your reaction?

Mr. **Rivera**. Well, my sense is that in terms of the $50 million, will it be useful, absolutely. There is no doubt about it. We need to broaden the financial base based on the dimension of the problem.

What I would discourage, quite frankly, is to have either the State Board of Education or the Chicago Board of Education utilize those dollars in the place of dollars that must come from local and State resources as their fair share in terms of making a contribution toward this end.

You know better than perhaps I do how easily these types of things can be arranged, and we would discourage that given that any time those games are played, our young people fall victim to that.

I concur wholeheartedly with Mr. Payne in terms of the whole discussion centering around including community agencies because, as it was noted in my presentation, Father Kyle and everybody else who has been players on this discussion, it has not been the proactors in the business that have been promoting this discussion; on the contrary, many times, they have worked against communities who have worked on this issue and for that reason and many other reasons, the fact is that you get a higher sense of accountability in terms of community agencies because their hearts are in the right place. They want to make a difference for these kids.

I think that including them on that discussion and including them in terms of whatever finances may be targeted as a holistic package makes a lot of sense.

So, for those reasons, I would concur with your statement or at least your question, but would only amend it, if you will, to say that I would hate to see these $50 million be used as a supplement or, let us say, as a substitute for something that should be a supplement.

Mr. **HAYES**. Do you care to comment at all?

Mr. **PAYNE**. Well, I think the issue, as we have heard it mentioned, like I say, means a lot, you know, to community-based agencies, and I am not sure whether it dents cities, but I guess the concern, like you say, of returning back to some kind of control and involvement that community groups have, like you say, we have an invested interest.

Somehow, we see the misty issue that if kids dropout of high school, the high schools are located in the community. So, therefore, we have an investment. I think there is definitely a need to find out what the abuse is. There is a strong advisory council made up of those entities that impact dropouts, and sometimes it tends not to—they tend to go for the names, like you say, without the ones actually responsible.

The other issue, too, I think, as Congressman Hawkins had mentioned, as a demonstration project, they are looking for what is cost-efficient. Most community-based organizations do a very good job, like you say, by the skin of our teeth, and in a way or two, like you said, be able to provide the same type of services, extremely cost-efficien t and compare those with the other large educational agencies. That is something to look at.

It is kind of really ironic that the program that Ms. Dunbar mentioned, and when she mentioned the issue about getting paid, the total amount of her payment comes up to be $667. That is the total amount she will get from participation in the program.

We put a survey together. We asked them what were the three things that they did with their check. The first thing they did with their check was pay back their parents for all that they loaned them. The second part was that they paid for day care services, and the third was transportation. So, here, you are talking about a program that costs approximately $667 investment and the return on the investment is that our role is to have a Kathy Dunbar who goes to the school system able to comfortably pass a high school equivalency exam, and also look for a year-round job that would keep her off of that Federal program that next year. That is an extremely small investment for the return that you get.

So, I think that is an issue. You give $50 million to community-based organizations, you will be surprised how far it goes. Community-based organizations have been struggling for a long time for accountability, for the opportunity, for the partnership, and I think this is probably the opportunity because, as I said, we have tried everything. Let us try education.

We tried everybody. Let us try community-based organizations. That is really what our involvement is this time.

Mr. **Hayes**. Father.

Father **Kyle**. Well, I think we should do more. Again, it is almost like a dream to see you come to Chicago with Congressman Hawkins, that the concern that you have—my first belief is you have designed this very, very well, that the national recording system, if done properly, you are going to see things move real fast.

I studied 12 cities, only 3 of them have really honest numbers, and they have basically been generated by nonschool personnel. New York has had a study which shows a comparable rate. Miami's Dade County has a study which shows a comparable rate. Los Angeles' School District, as you know, has a study that shows a comparable rate.

The other 10 cities, they have 3-, 5-percent dropout rate. I mean, it is just ridiculous. When the Nation, as a whole, we come to understand this problem, nobody is going to tolerate it, and concerning the three alternative schools we have. You walk in and see these kids in school, it is just wonderful that the principal of these three schools is a former high school principal, a former elementary school principal, making $16,000 a year. Why? Because he is retired, he cares about this, and he came back and wanted to contribute, and it is something that a community-based organization can do.

As Mr. Payne said, we plan on putting these same kids back into the Chicago Public School System. We are not taking money from the public school system. If they go back, they will be getting $3,500-$3,000 State aid, and for those kids next year. So, I would also second what Mr. Payne and the wonderful results of people like Ms. Dunbar that community-based organizations are an important part of the retrieval process.

Mr. **Hayes**. Congressman Hawkins.

Chairman **Hawkins**. Well, certainly, this panel has highlighted the provisions in the bill.

The point, I think, is well made that this is only a demonstration program, and we would hope that it would demonstrate the value of the program and a year from now, we would be back in Chicago perhaps listening to what has happened and be able to document what we cannot document at this time. This would help us convince hard-headed business minds in the Congress that they are not wasting the money. They are not saving it by not appropriating the $50 million.

Incidentally, the $50 million is only for the fiscal year 1987, beginning in October. The other 2 years, fiscal years 1988 and 1989, would be authorized at such sums as may be necessary. I think through hearings such as this, Mr. Hayes, we can document that much more than the $50 million would be needed.

Father Kyle—and this is pertinent to the point on page 3 of your statement—you have mentioned that the 180,000 dropouts are contributing $23 million or $22.8 million less in State income taxes than high school graduates.

Is that data contained, that data contained in this report?

Father **Kyle**. Yes, it is, Mr. Chairman.

Chairman **Hawkins**. I think it is very helpful in showing that the $50 million is just a drop in the bucket compared with the savings and the actual income that would be coming in if we could reduce——

Father **Kyle**. Federal statutes, when it is applied to——

Chairman **Hawkins**. Yes. It is only state income taxes here.

Father **Kyle**. So, when we find that the Federal income tax does not include sales tax, it does not include anything else, it just is state income tax——

Mr. **Hayes**. Or the lottery.

Father **Kyle**. The lottery. And it is based on Federal charts from the U.S. Census Department. So, it is not our——

Chairman **Hawkins**. Yes. Well, we could be using this tomorrow morning, Mr. Hayes, I think.

Mr. Rivera, Ms. Dunbar, your testimony was extremely valuable, and we certainly appreciate your appearing before the committee.

I wanted to ask Mr. Rivera about the Chicago Intervention Network Program. How is this program funded?

Mr. **Rivera**. There are two primary revenue sources. The delegate agencies—and the program funds 101 delegate agencies to do a variety of programs for youth, families, neighborhood watch programs, victim witness assistance program, alternative programs for youth.

Those dollars come in through the community development block grant. All right. Through the Federal Government to the tune of about $3.2 million are put into this effort of antigang.

The program hires 79 workers, street workers predominantly, that is paid by the corporate budget of the city of Chicago. In other words, those are city dollars. Very little support from the State at this time.

Chairman **Hawkins**. When you speak of intervention, what really do you mean? How do they intervene in connection with gang activity?

Mr. **Rivera**. Well, intervention varies depending on the situation. If you do not mind, I would like to walk you through a scenario that we encountered not very long ago.

We had worked with a family who was needing food, emergency food, and we came and we provided them with food and in the process of working with the parents, we made friends with the kids. OK. About 13 to 15 years old, and we left business cards and we promised to come back and we got a phone call 2 days later, anonymous basically saying look, there is going to be a major gang fight tonight on Chicago and Monticello.

So, we were out there. We had eight cars out there and as we walked into the scene, there was literally 150 kids, you know, on both sides of the street ready to mix it up and look here, here is a knife and here is a bat, a chain.

We called the police, but, you know, they worked with us. We asked them to please not come in, do not start arresting. We are really trying to work with these kids. You could lock them up today, but that is not going to prevent the war that has obviously been called.

As we worked with the youth and we started slowly working, it took us about 3 hours to clear the entire area, a kid comes out of an abandoned building and hands over a loaded .38 to one of my workers and says,

> Look, I want to let you know that I had been ordered to shoot tonight but because you were here, I didn't have to shoot tonight. I want to thank you, but now you're going to have to help me find housing because as soon as they find out that I've turned this over, then my life is not going to be worth a nickel.

That night, we had that kid and his family in another situation, living in another part of town.

That is an example of an intervention. There are many types of interventions, but that was one that took place not very long ago, and I thought that you might be interested in hearing it.

Father **Kyle**. Congressmen, may I give you an example of a school very close to that?

One of the two schools I studied, one of the gangs liked to walk across the park when school was getting out shooting. That is intimidating. And in addition, there were a lot of other problems.

No. 1, we had a real good principal down at the school. That principal brought in Roberto, brought in the mayor's people that work with students in gang crime. The first thing they did is they looked out the window and they see somebody riding a bicycle around the school with gang colors.

Well, they took care of that. It turned out that he had a gun, and that he was a scout to see if there were members of an opposition gang who have now returned to school. If you bring in dropouts, you bring in a whole new set of problems.

The second thing we analyzed was the big problem with the gangs that when the kids got out of school, the gangs would go by in cars and try to shoot or intimidate at the bus stop. They did two things. One, they put a police car in the middle of that ballfield, and before school got out, the policemen got out of their cars, took out their guns and called over to the school saying OK, let the kids out. Believe me, there was no more shooting at the ballfield. That was over fast.

The second thing that happened is they contacted the CTA and every—they had four buses, regular run buses lined up in front of that school so the minute school was out, the kids are in the buses and they are gone. There are no targets, and I mean it is amazing. It is a marvelous program the mayor has put together, and it is problem solving, the cooperation, but it is really changing some of the schools in terms of developing a reputation of being safe.

Mr. **Hayes**. Thank you very much to each of you, members of the panel here. You contributed much to our efforts to focus some real attention on this whole problem.

I am going to have a change in the announced procedure here. We are moving along so fast and getting along so well, and you can look at me and tell I am not suffering from malnutrition. We are going to alter our plans a little bit.

Chairman **Hawkins**. You did not check with me either.

Mr. **Hayes**. I understand that panel No. 3 is here.

Chairman **Hawkins**. Go ahead.

Mr. **Hayes**. We were going to break for 20 minutes or so, dismiss this panel and call panel No. 3 and conclude our hearing.

Thank you very much.

[Applause.]

Mr. **Hayes**. Dr. Fred Hess is the executive director of the Chicago Panel on Public School Finances; Dr. Donn Bailey, president of

Center for Inner City Studies; Rev. George Riddick, vice president at large, Operation PUSH; Renee Marie Montoya, associate director, Design for Change.

If you would all come forward, please, we would certainly be interested in your testimony. Dr. Montoya? All right.

We will begin with Dr. Hess.

STATEMENT OF DR. FRED HESS, EXECUTIVE DIRECTOR, THE CHICAGO PANEL ON PUBLIC SCHOOL FINANCES

Dr. HESS. Congressman Hayes, Congressman Hawkins, I am Fred Hess, the executive director of the Chicago Panel on Public School Finances, and I want to thank you for this opportunity to be with you and to tell you about our insights into the problems of dropouts in the Chicago public school system and the other public school systems of our land.

I commend you for your concern about this problem and for your efforts to help provide some solutions. Since our study has already been alluded to at some length by earlier witnesses, I will not summarize all of our findings, other than to perhaps point to a couple of issues that were not mentioned and which you seem to have some interest in.

One is the difference between males and females in the dropout rate. Males drop out of the Chicago public schools at about a 49.5 percent rate. That is one out of every two males drop out of the Chicago schools. Thirty-six percent of the females do.

We found that males are much more likely to be retained than females in the elementary grades, and that that is true even though reading scores might not differ very much between males and females. In other words, what seems to be happening is that in elementary schools, boys do not get along as well as girls behaviorally and are retained in grade, even though their achievement is similar to that of girls.

Retention is one of the major factors in dropout—the dropout phenomena. Sixty percent of all kids who enter high school 1 year over age drop out, 69 percent of all kids 2 years over age drop out. So, if you are going to be retained in the elementary schools, you are likely to drop out. If you are a boy, you are more likely to be retained than if you are a girl, even if your reading scores are the same, and we think this is an effort that needs some attention in the elementary school program of our country.

Another issue that was mentioned and that you obviously need some fodder for tomorrow's hearing, I will give it to you, the total cost of the 12,804 dropouts from the Chicago public schools in the class of 1982 in terms of cost of crime, reduced taxes, and transfer payments for welfare and unemployment, is $60 million a year. Your bill provides $50 million a year to try and find the solution. In some districts, the cost for the one class from Chicago for one year is $10 million more than what your bill proposes for one year of study.

So, if you are looking for comparative costs, we can reduce the cost of welfare payments. We can increase the share of taxes paid to a total of $60 million a year if we could eliminate the dropout problem. I am not sure any of us are sanguine enough to think we can ever completely eliminate the dropout problem, but the costs are massive. That is just for 1 year, and then there is the class of 1983 and the class of 1984, each of those at $60 million a year.

The full data analysis on those costs are contained in the study which is in front of you, in chapter 5, and it is based on Henry Levin's work for a U.S. Senate subcommittee some 10 years ago, which we have updated and applied to our particular situation.

There are several problems in this whole question of could——

Mr. **Hayes**. Could you just pause and hold that thought for a minute? I have just been advised that a car is blocking someone who desires to get out of the parking lot. You can cooperate just by moving, so you can release the person that you are holding hostage.

Will you proceed now?

Dr. **Hess**. Thank you.

One of the problems in addressing the whole question of dropouts is the definition. We have defined dropouts as everybody who leaves the Chicago public schools after entering high school, who is not transferring to another diploma-granting institution, short of graduation.

We hope that you will enforce in your analysis, your national analysis, some similar such definition. There are several studies that are referred to in another article which I have given to members of your staff, which indicates that nationwide, there are no common definitions currently.

We believe that your analysis has the opportunity to bring a common definition, and we urge you to adopt a comprehensive definition so that we cannot limit the number of children who are considered in this category.

Previously, in Chicago, if a woman left because she was pregnant, she was not considered a dropout. If a man left to get a job, he was not considered a dropout. If a young person was needed at home, that was an official reason for leaving school, as far as the system was concerned. It was not recorded as a dropout.

Those are parts of the reasons why dropout statistics from the school systems all over the country are so much under what people understand and know on the ground that they see the situation in reality.

We are happy to announce that the Chicago Public School System as a result of our study has adopted a comprehensive dropout definition, and all of those conditions or reasons for leaving school are now considered dropouts.

Further, if a child transfers to a school which is not a diploma-granting school, they cannot verify that he is actually in another school that is a legitimate diploma-granting school, he is also reclassified as a dropout. That is another big abuse that has been prevalent in the Chicago system, and we looked at people who were recorded as transfers out of the class of 1982, some 500 were recorded as transfers to a nonexistent school, a school which used to exist but went out of existence some ten years ago. The kids used to be there, and they just put that down as a way to get out of a school without being hassled to transfer, can leave a lot more easily than somebody saying he is going to drop out. Kids are very clever about how to do this.

So, we commend to you the requirement of a common comprehensive national definition for dropouts.

Second, how you count the rate is an important question, and, again, there is some major studies on this question that are referred to in the article that I have given to your staff, but setting the rate is a very tricky issue.

Most school districts set the dropout rate by dividing the number of children they count as dropouts by the total enrollment of the high school. That creates single digit dropout numbers that you have been hearing cited this morning, 5, 6, 8 percent.

We think that the dropout rate has to be counted on a longitudinal basis. You need to know the number of kids who enter in the beginning of ninth grade and the number of kids who graduate and the difference less the transfers are your dropouts.

Unfortunately, your bill, at least in the last draft which I saw, you choose to use also annualized rates. You will also continue to understate the problem if you do so. I hope that you will require in your analysis and for those districts that participate in this project a longitudinal method of accounting, that you will track students through 4 years, and more, actually. We had to track them through 6 years. Some students take more than 4 years to get through school.

Third, I would hope that you would force in your analysis the data to be disaggregated. Most of the common studies which have been done about dropouts across the country and the numbers that you have been hearing this morning aggregate data together across the Nation from urban/suburban/rural districts alike and then create typical dropout pictures on the basis of that national aggregate data. Such a picture is very, very misleading, particularly for urban school systems. The pictures of students who drop out are very different when you look at these differing kinds of school systems.

So, I hope you will force the analysis to disaggregate the data by urban/suburban and rural districts, at least.

Even within the urban setting, the differences between schools and between parts of the districts are quite extreme. In Chicago, you have heard testimony already this morning from one school whose dropout rate is at 59 percent. The highest dropout rate in the city was at 63 percent. On the other hand, there is another school not very far from here, the dropout rate was 11 percent. So, you have a dramatic difference between schools within the same district, and trying to address that problem at those two different schools is quite different.

You need some answers at a Bogen that will not make any sense whatsoever to DuSable, and there are many things that have to be done at DuSable that are unnecessary at Bogen.

So, I suggest that you have to look at the various differences within districts as well as between types of districts. In the same sense, one of the things that we found most directly accounts for the dropout rate at a particular high school is the entering reading rate of the freshmen as they come into school. Again, this varies tremendously from one school to another. One school in this system, 80 percent of the students enter reading at below normal rates, stanine 3 or below; whereas, at another school, less than 3 percent enter reading below normal.

So, you have a tremendous variation in the preparedness of students coming into high school on the basis of their elementary school experience. Some of that difference is attributable directly to policies of the board of education, which gathers together the elite students in some schools and fosters them and leaves others who are reading below normal in other schools which we have characterized as holding pens until such time as the students can drop out.

Therefore, we think that looking at the elementary schools is a critical part of the whole process of addressing the question of dropouts. You do not get quick return for your bucks on investments in elementary schools because it takes 5 or 6 years for those kids to grow up and become high school seniors and to graduate.

But we think the problem has to be addressed at that level. When you talk about the immediate remedial programs that can be done with students who are at the point of dropping out, you tend to ignore that the problems are in 6-7-8 years previous in their schooling experience. Therefore, we are looking at the question of what is going on in elementary schools. We are doing a second study which we are tracking the careers of students we now know dropped out and comparing those with the elementary school careers of students we now know graduated to see if we can see exactly where there kids get off the track and what can be done in the elementary schools to help more kids stay on the track of academic success and get to high school ready to do high school work.

There are also differences, however, between high schools. Some high schools getting the same kinds of kids have higher dropout rates than others who have the same kinds of kids. We want to know why.

We just concluded an epigraphic study at eight high schools comparing better performing schools with less well performing schools to look at those answers. We will make the results of that study available to you later in the summer.

What do we do about dropouts? It seems clear to me that the one thing we do know is that you cannot do one thing. There is no single thing that will solve the problem of dropouts across this country. Additional counselors is a good idea. Dropping the rate from 450, which it currently is, by the way, not 750, to 1 is—dropping it down to 250 to 1 is obviously a good idea. It needs to be done, but it will not solve the problem.

It will not make these kids who are being counseled how to stay in school suddenly better readers. Their problems are deeper than that of simply counseling. Counseling is an important element in the process. Retaining the kids in elementary schools is not the answer either, as I have already suggested. Kids retained are going to have a higher dropout rate.

We have to do things that will provide more time on tasks for kids, additional summer school and after school tutorials, reduced class sizes, the kinds of things that Dr. Byrd was mentioning, have been expanded, but not nearly expanded enough. Early childhood education, 3,000 additional students involved this year in the public schools, but there is over 16,000 qualified disadvantaged early childhood candidates for those 3,000 slots.

So, it is not coming near meeting the kind of need that is out there. We need to adjust the high school curriculum for students who do get to high school unprepared, figure out ways to help them to be successful in high school.

What I am trying to suggest is that the mix of items that is needed to address this problem is going to be different for each school system and different for different schools in the school system. Therefore, I commend the approach taken in H.R. 3042 that allows a district to create a mix of programs that will address the particular needs of that district rather than trying to find one or two or three common solutions that could be imposed across the whole country.

Further, I commend the mix of districts that are going to be involved in this demonstration. I believe it is critical to see that different kinds of districts have different kinds of problems. Large urban systems have problems that are very different from districts like Rockford and Elgin, which are small urban districts, and very different from suburban districts and very different from rural districts.

Therefore, I warmly commend the approach of H.R. 3042 that distributes this demonstration money across a mix of types of districts. I think that is a critical component to solving this problem across this Nation.

Let me thank you again for addressing this problem yourselves, and for allowing me to come and share with you our concerns about the problems, and we warmly commend you and support House bill 3042.

[The prepared statement of Dr. Fred Hess follows:]

CHICAGO PANEL ON PUBLIC SCHOOL FINANCES

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TESTIMONY BEFORE THE UNITED STATES HOUSE OF REPRESENTATIVES

SUB-COMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

G. ALFRED HESS, JR.
JUNE 23, 1986

Congressman Hawkins, Congressman Hayes, other members of the Congress, I am Fred Hess, Executive Director of the Chicago Panel on Public School Finances. I want to thank you for this opportunity to share with you our insights into the problems of dropouts from the public school systems of this land. I commend you for your concern about this problem and for your efforts to help provide some solutions.

Last year, the Chicago Panel released the most precise and exhaustive study of dropouts in Chicago. We tracked over 100,000 individual students in the graduating classes of 1982, 1983, and 1984. This study, "Dropouts From The Chicago Public Schools," was funded by the Lloyd A. Fry Foundation, and done cooperatively with the school system. Nine percent of these students transferred out of the Chicago Public School system; of those who remained, only [illegible]% graduated. Forty-three percent (43%) of all entering freshmen dropped out short of graduation. When more than two of every five students in our urban school systems do not make it through high school, we have a catastrophic problem. It is a human tragedy in terms of reduced life opportunities for these youth.

But it is also a major social problem for our nation. Dropouts disproportionately receive welfare and unemployment transfer payments, and are significantly more involved in the high cost of crime. Because of reduced life-time earnings, dropouts contribute significantly lower taxes to federal, state, and local governments. We calculated the lifetime social costs of the 12,804 dropouts from the Chicago Class of 1982 at over $2.5 billion in transfer payments, crime costs, and lost taxes. Furthermore, these dropouts are adding to the ranks of those people who are becoming a permanent underclass in this country!

But getting a handle on the dropout problem is not easy. School districts have not kept records in a way that facilitates such analyses. The first problem is in determining a uniform definition of who is a dropout. Is a young woman who leaves school to have a baby a

American Jewish Committee · Aspira of Illinois · Center for Neighborhood Technology · Citizens Schools Committee · Chicago Region PTA · [illegible] (non-voting) · Chicago Urban League
Community Renewal Society · Jewish Council on Urban Affairs · Junior League of Chicago, Inc. · Latino Institute · Lawyers Committee for Civil Rights Under Law (non-voting)
League of Women Voters of Chicago · Mexican American Legal Defense and Educational Fund · The Woodlawn Organization · Youth Guidance
OFFICERS: Tee Gallay, President; Gwendolyn Laroche & Eduardo Camacho, Vice-Presidents
Joseph Rosen, Secretary; David Simpson, Treasurer
G. Alfred Hess, Jr., Executive Director

dropout? Is a young person who leaves to take a job a dropout? Is a person who enlists in the armed services a dropout? Is a student who transfers to a beauty school a dropout? Until this year, none of these students was considered a dropout in Chicago, with the result that one high school, Crane, could claim a 1.9% dropout rate, though we found that 63% of its entering students left without graduating! It is this disparity between official records and on-site reality observed by parents and community residents which add to popular despair about the public schools. For our study, we defined a dropout as a person who, before graduating, left the public schools without a valid transfer. I am happy to announce that the Chicago Public Schools has recently revised its official leave codes to reflect that definition.

The second problem in determining the scope of the dropout problem is in the method of determining a figure. Most school districts that report figures provide annual statistics which divide the number of students recorded as dropping out by the total high school enrollment, usually producing single digit dropout rates. This method has also been used in your proposed legislation, H.R. 3042. A more realistic picture is provided by taking a longitudinal approach, tracking each class as it enters high school to determine what percentage graduate and what percent drop out. This produces a figure which is readily understood by parents, community residents, and business leaders. If 43% drop out, parents know their kids have a chance of graduating which is only slightly better than one in two, and business people know that nearly half of the young people entering the workforce in that area will be lacking the skills and work habits for which they are looking. To really understand the scope and tragedy of the dropout problem in America, especially urban and rural America, longitudinal measurement is an absolute requirement.

Your bill requires a national analysis of the scope of the dropout problem. I would urge you, in conducting that analysis, to require a comprehensive definition of dropouts which encompasses the high school years. Further, I would urge that you require participating school districts to use such a standard definition, and that their statistical reports adopt a longitudinal accounting method. Recent studies have reported on the wide divergence of definitions and accounting methods which currently exist in school districts across the country. For comparable analysis, you must set the standards for reporting.

Third, I would urge you to make distinctions, in your analysis, between the aggregate national statistics and the very different dropout phenomena in urban, suburban, and rural parts of our country. Most of the literature on dropouts has ignored these distinctions, creating psychological pictures of the typical dropout which are very misleading, especially for urban school systems. I have supplied your staff with a further analysis of this problem and the way it distorts the dropout picture.

In fact, even within urban settings, the dropout picture varies massively. In one Chicago high school, 63% of all entering freshmen eventually dropped out; at another, only 11% dropped out. The problem is very different at these two high schools, and the efforts to alleviate the problem must be quite different at each, and at the elementary schools which feed them. Our study indicates that the best predictor of the dropout rate at a Chicago high school is the percent of the entering class reading at below normal levels (Stanine Three or below). The higher the percent of entering students reading below normal, the higher the dropout rate. One school received 80% of its students at below normal levels while another had only 3% without normal scores. Thus, the elementary schools are a critical factor in addressing the dropout problem. We are currently engaged in a further study through which we will be examining the elementary school careers of students whom we now know eventually dropped out, and comparing them with students who graduated from high school. We are looking for key points of intervention in the elementary years to reduce the number of dropouts.

But this does not mean we should ignore the high schools. It was clear from our study that some high schools do better than others, even when they receive students with similar characteristics and similar elementary school preparation. We are currently analyzing data from an ethnographic study of eight high schools to discover the non-quantifiable aspects of schools which explain why some do better than others in maintaining their students through to graduation. We will make a copy of this study available to the subcommittee when it is released later this summer.

What can be done to reduce the number of students who drop out of our high schools? The one thing which has come clear in the past year is that there is no "one thing" that will solve this problem. Putting more counselors into the high schools to try to catch students as they are about to drop out may help to keep some kids in school, but it does not address the underlying educational issues which are associated with dropping out. These students still will not be reading at levels adequate for high school work. Further, getting tough on the kids in elementary school is not likely to be effective either. Making students repeat a grade because of inadequate achievement gains will simply drive up the dropout rate--60% of overage entrants in the Class of 1982 dropped out!

Instead, we must focus on efforts to improve achievement in the elementary grades, through increasing time on task through summer schools, after school programs, tutorials, and reducing class sizes; we must continue to work with early childhood efforts that will enhance school readiness for prekindergarteners; and we must also alter high school curricula to deal with entering freshmen who are not prepared to read at high school levels. It will take some time before improvements at the elementary level will reduce the need for special assistance for ill-prepared entering freshmen. The evidence is not clear what mix of efforts will be most successful in addressing these problems in any given school district. In fact, our studies show that in urban school districts, different efforts will be required in different parts of the system. Therefore, it seems quite wise to encourage districts to try different things. And it seems equally wise to focus efforts on different sizes and different types of school districts, for they have quite different problems when it comes to the dropout phenomenon.

Thank you for the oppportunity to share our findings with you. We have provided copies of our study, "Dropouts From the Chicago Public Schools," by G. Alfred Hess, Jr. and Diana Lauber, April 1985 (Second edition, May 1986) to staff of the committee. It is also available from the Chicago Panel, 53 W. Jackson Blvd., Suite 1730, Chicago, IL 60604.

Mr. **Hayes**. Thank you very much, Dr.Hess.

[Applause.]

Mr. **Hayes**. Dr. Bailey.

STATEMENT OF DR. DONN BAILEY, PRESIDENT, CENTER FOR INNER CITY STUDIES

Dr. **Bailey**. Thank you.

Good morning, Chairman Hawkins, Congressman Hayes, learned counsel. My name is Donn Bailey, and I am the director of the Center for Inner City Studies of Northeastern Illinois University. I also come today as vice chairman of the Illinois Committee on Black Concerns in Higher Education, and as a member of the coordinating committee of Coalition for Schools Open.

I speak in favor of H.R. 3042, a bill that seeks to amend the Elementary and Secondary Education Act of 1965 by providing grants to the local school districts for prevention of dropouts.

As you know from other testimony this morning, the Department of Research and Education of the Chicago Board of Education and the Chicago Panel on Public School Finances collaborated last year on the study that went a long way toward specifying the scope of the dropout problem in Chicago and in identifying where that problem can best be attacked.

The research project has recommended initially how the dropout problem can be approached. However, as Dr. Hess accurately points out, much more needs to be done to provide a truly effective dropout reduction strategy. As Fred has stated on a number of occasions, the public debate has shifted now from whether we have a problem and whether it is accurately designed and reported to a public debate on what can be done about eliminating the problem.

Recent studies on the nature and extent of the dropout problem in Chicago has concluded that the Chicago Public School System has operated a two-tier system that concentrates students who are dropout prone in inner city black and Hispanic schools. I believe the Chicago Panel on Public School Finances' recommendations are very important, and they should be internalized in future grants requests as local agencies begin to prepare their applications for funds, if this bill is enacted into law.

Briefly, I would just like to share four of those recommendations that have been alluded to and then move to my major points this morning.

First, that the dropout prone child be identified very early in his or her elementary school experience.

Second, that the dropout reduction efforts specifically focus on elementary school children's reading levels.

Third, that the grade retention efforts be viewed as counterproductive. It does not reduce dropout rates.

Fourth, that special attention and resources be given to the schools that Dr. Hess referred to as holding pens that do not do as well as expected with the students it receives. That is, particularly the students who lack basic requisite skills.

In the time remaining for my testimony, I would like to share part of the curricular philosophy that we at the Center for Inner

City Studies feel can effectively combat this human tragedy of monstrous proportions called high dropout rate among blacks.

Given the educational battlelines for the 21st century, the challenge for black people is to determine whether we, as a people, can manage to stay on this Earth. It is imperative from the standpoint of our future that there be serious inquiry that reconstructs African history for our children and for our teachers, an African history that enables our children and their parents to relate easily to a correct understanding of ancient Egypt and its contributions to humankind.

There must be a curriculum requirement concerning kindergarten children through 12th grade. We need to eliminate the trend for ignoring Africa and disregarding Africa. Although the Egyptian civilization is included as part of the early world history in most schools, it is still cursory and quite superficial. More importantly, the fact that Egypt was an African civilization is virtually ignored.

We at the Center for Inner City Studies maintain that such treatment leaves all children of all ages with the impression that Africa produced no culture which contributes to what is considered world civilization. The result is in contradiction to the wisdom of the very Greeks who are held up as the forefathers of Western scholarship and Western civilization.

Plato and Aristotle and others recognized the influence of black people of Egypt called Kemites and how they had very strong impact on their Greek thinking and in the building of Greek institutions. Many have said that the Roman and Greek civilizations are a stolen legacy from the African antiquity.

Ignoring Egypt as a black civilization not only leads to the incorrect understanding of historical foundations of civilization, but it results in the cultural estrangement and the racial alienation of children of African descent to the whole process of education. Our children, those who dislike school, who disrespect teachers, who are at war with school values and discipline truly see nothing in the contribution of their most ancient cultural forefathers in the life of school.

Through school activities and learning, black life and its importance to all children should come forward bit by bit. If that was done, we submit that our children will become more in tune with formal educational processes and may be stimulated by it and, therefore, stay in school. The damage to black youth because of the apparent poverty of the African culture, vis-a-vis world culture, is devastating and part of a causal pattern that results in low achievement scores, high dropout rates, hostile behavior, increased juvenile delinquency, and an escalating black suicide rate.

Our children are told and shown every day that black people do not count. They never did and they never will. My colleagues in the center believe strongly that a reassessment of the Egyptian civilization would reveal a great variety of materials for curriculum redesign from grades kindergarten through 12th, and this would greatly enhance a more creative and a more fair inclusion of Egyptian antiquity.

This, we submit, would not only turn black kids on to education, but would essentially improve the quality of education for black children and for white children, for that matter.

This curriculum effort should help destroy the lie of white superiority and the lie of black inferiority. My colleagues at the center have demonstrated that applied research that teaches teachers and students alike to understand and turn the globe right side up and recognize and Africanize our curriculum will go a long way in getting black students turned onto education.

In closing, therefore, instruction from a well-qualified teacher who respects black people, their children, and black people's historical values to the world will go a long way toward reducing the dropout rate.

Thank you very much for your attention.

Mr. **Hayes**. Thank you, Dr. Bailey.

[Applause.]

Mr. **Hayes**. Dr. Riddick.

STATEMENT OF REV. DR. GEORGE RIDDICK, VICE PRESIDENT AT LARGE, OPERATION PUSH

Dr. **Riddick**. Thank you very much, Congressman Hayes and Congressman Hawkins.

I want to apologize for not having a formal text. We will be submitting a formal text at a later time. I simply want to make a few comments.

I think enough has been said about the statistics on dropouts, but as we look at the whole question of the impact of dropout rates and failure to complete school in terms of the economic development of our people, I think it is evident that we are in serious trouble.

It is obvious to us at Operation PUSH, for example, that we are going to need a larger number of local community initiatives and economic development. This means a larger number of businesses in our community. This country chartered 636,000 businesses a couple of years ago. Last year, I believe the figure was 743,000 businesses.

This will require a level of sophistication and education that will adapt our people to the question of using the computer at a very high level, that will deal with the whole matter of how a business survives during the critical first 5 years of its life, and many other factors that represent the difference between success and failure in business.

But this is not only true in business. As we fight for the right to secure places in a craft union that we deal with the whole question of becoming skilled tradespersons, it is evident that we will have—we will need a far larger number of persons in school, working assiduously and diligently to complete school and prepare themselves adequately for the job world.

It is of interest to me that a few years ago, the leadership conference on civil rights published a study quoting that the WIN Program, which took a large number of public aid recipients, primarily in this instance women, and allowed them to return to school to increase their job skills, became a program that returned five dollars for each $1 invested in it. Unfortunately, this administration did not see the worth of that program.

As we look at the fact that upward to $47 billion is lost in our economy due to discriminationjust at one level, you take it at all levels according to Victor Poreau, it might be as high as a $120 billion, when you consider such things, for example, as the disparities relative to unemployment rates and various other matters like that.

But just to take a look at what the Anton Bremmer has noted with reference to our loss, the loss is $47 billion to the black community alone. That is a loss that is significant and that, in many instances, is greatly augmented by the fact of the lack of education and the high rates of dropouts that occur because of that lack.

So, it seems to me that as we begin to look at our future, as we begin to talk about the question of where we are going, the bill offered here, House Resolution 3042 is absolutely essential if we are to survive.

I want to just cite one particular thing in terms of our experiences at PUSH and then I will close my testimony.

Namely, that we are presently involved in what we call, Congressmen, a College-Bound Program. The director of that program, Ms. Ora Saunders, each day perhaps counsels as many as 5 to 10 students among the several students who come to her because of their problems of being dropouts.

They are seeking to find ways to secure their high school equivalency diploma and, therefore—certificates, rather, and, therefore, become eligible to apply for college.

It has really worked. I mean, it is really tragic in the process of our program because it would be much better if those students had remained in school. Obviously, we have to acknowledge the fact that many of our schools warehouse our students and do not significantly work to educate them. It is obvious that dropouts are going to be a result of that, but on the other hand, to keep these young people in school, to allow them to complete their educational process, offers a much better promise in terms of what will happen to them in the future.

I think this bill is absolutely a godsend. As a minister in a community that is touched by fairly high dropout rates of the Wendell Phillips School and the DuSable School, schools where many of the children of my church and adjacent churches attend schools, et cetera, and the obvious pressure, the peer pressure that occurs relative to dropout rates, to say nothing about the economic problems, is—becomes a very real factor for us.

You begin to think of the fact, too, that 63 percent of our married couples among blacks are couples in homes of multiple earnings. We need to consider this particular factor, vis-a-vis the question of keeping young people in school because these families, these families, even though there is a husband and wife present, are under pressure, and, so, it is very understandable how a home headed perhaps by a single mother or by a young adult mother will be under severe pressure also.

So, I want to add my voice and the voice of our organization in support of H.R. 3042, and indicate that we will do all we can to publicize and to augment or, rather, to generate additional support for this legislation. [Applause.]

Mr. HAYES. Thank you.

Ms. Montoya.

STATEMENT OF RENEE MARIE MONTOYA, ASSOCIATE DIRECTOR, DESIGN FOR CHANGE

Ms. Montoya. Thank you.

Good afternoon. My name is Renee Montoya. I am the associate director for Design for Change.

I want to express my appreciation to Congressman Hayes for his invitation to present testimony on behalf of the Design for Change in response to H.R. 3042.

We are all here today to bear sad witness to the consensus among us that tens of thousands of young people in this country are every day being permanently and irreparably barred from meaningful contribution as citizens in this country.

We are also here today to suggest remedies for those youngsters not yet lost, and to specifically address the provisions of the congressional bill which proposes to alleviate the problem.

This afternoon, I will spend most of my time describing the shift from the traditional way of thinking about the dropout problem. We would be pleased to be a resource to you as you begin to refine the bill language into specific implementation strategies.

The work of Design for Change focuses primarily on identifying practical solutions to urban school problems and pressing for them to be carried out. We have earned national recognition for our studies of effective urban school reform projects in cities across the country.

Last year, Design for Change released the Bottom Line. A research examination of the completion rate of the Chicago public schools class of 1984. We found the high school completion rate for Chicago overall to be about 47 percent. That is approximately 50 percent of those who enter high school in the ninth grade fail to complete high school within the Chicago Public School System.

For those poor, black or Hispanic, the completion rate plummets to 35 percent. This overall rate of noncompletion has not changed substantially over the past five graduating classes.

Based on our research findings about Chicago's high schools, our extensive knowledge of how the school system operates, and our research about reforms that have worked in other cities, we have developed a quality school agenda for Chicago.

While it is not possible to go into detail about this agenda, two major tenets of it form the basis for our three recommendations to you today. They are: the individual local school is the key unit in the school system where the process of change either succeeds or fails. And, two, large urban school systems do not have the capacity to reform themselves without a major sustained push from the public.

Issue No. 1. The student's problem or the school's problem. Too often, we look for the source of the problem in the characteristics of youth who drop out. They are poor. They are black. They do not speak English well. They are pregnant. They come from disorganized families. They do not have high aspirations.

Blaming the victim gets the school off the hook. We cannot, in many cases, do much about a kid's background, but we can do something about the policies and practices of the schools these youths attend.

Our first recommendation then is that the unit of analysis be changed to the individual school. Why does not an individual school have holding power for at risk students? If we really considered this data, we might just come up with a basis for reshaping school policy and practice.

The most recent dropout studies about which you have heard a lot this morning have offered some supportive conclusions. It appears that there is little difference between dropout rates for white, black or Hispanic students if they attend the same type of school. If one is lucky enough to be among the 6.9 percent attending selective academic schools, your change of dropping out is 16 percent. If you are going to a vocational or nonselective integrated school, the chances are around 25 percent. A far cry from the rate of 62 percent experienced by nonselective segregated schools.

We have a two-tiered high school system in Chicago. Some schools are designed for the best students drawing the highest achieving students away from inner city neighborhood schools. Others seem to be dumping grounds for the worst prepared students.

The opportunity we have is not just keeping at risk students in school, but providing them with educationally worthwhile experiences. The public school is obligated to create an environment in which youth can experience success and develop aspirations.

What sorts of places are ineffective schools? Typically, the characteristics of an ineffective school include the following: a high principal turnover rate. Principals who are unaware of their own school policies and procedures which may be contributing factors to the dropout rate.

School staff believe these kinds of students are uneducatable and, finally, the schools give up on truants. Obviously, these problems are school level problems which can be addressed by system policy decisions with implementation at the school level.

Issue No. 2. Is more money the answer? The second shift we suggest is to resist tacking on more money and add-on programs to address the dropout problem. There is no question but that these children need to be identified and helped, but all too often, add-on programs become additional ways to isolate and segregate and blame the victim.

What is wrong is happening to every child in every classroom of an ineffective school. Change must occur there. As my colleague frequently reminds me, if it is not happening in the classroom, it is not happening.

Issue No. 3. What makes schools change? As we noted earlier, ineffective schools cannot and will not change themselves. The dropout problem cannot be viewed in isolation or in a vacuum away from other important actors in each vulnerable student's life. Parents, teachers, the business community, community-based organizations and others, all of these people must be substantively involved in determining and implementing and monitoring successful strategies with the schools to address the problem.

There is shared responsibility and, so, there must be shared accountability. We commend Congressman Hayes for his leadership on this pressing national problem and want to express our support for his bill.

We find that the sections concerned with review of curriculum relevance, activities which will improve student motivation and the school learning environment, training for school staff and coordinated activities for high schools and elementary schools to be those that are most conducive to an overall strategy of basic school improvement.

We urge that grants be given to those education agencies or community-based organizations who can demonstrate pursuant to careful review that there will be a systematic, fundamental change in policy as well as practice, and real good faith effort at strong parent involvement in those strategies.

We encourage you to be tough in your standards and tough in your review of performance. We support the effort in the bill to arrive at a standard definition of school dropout and the development of a model dropout information collection and reporting system. Too often, we do not even agree on what a dropout is or how many of them there are.

Such a national system, however, should be used to provide standards and directions for local education agencies.

Finally, we share Congressman Hayes' deep concern that all people secure decent employment at a living wage. Though beyond the scope of this bill, we support his efforts to address the problems of low wages, lack of jobs, a differential hiring and promotion policy, and all those social and economic policies that will ensure that staying in school for another two years to graduate is really worth it, that there is an opportunity for employment and earnings that will respect our future and help our young people have decent futures and fulfilling lives.

Thank you.

Mr. HAYES. Thank you. [Applause.]

Thank you very much to each of you witnesses.

Dr. Riddick, if you could reduce to writing at least part of your testimony or all——

Dr. RIDDICK. We will get it into you.

Mr. HAYES [continuing]. Some of those things that you brought out, I think, in part, can be made a part of the record of thi committee.

We are at the point now of concluding this hearing. It seems to me that all of the witnesses have, through testimony, concluded as I have and members of—other members of the committee on elementary and secondary education, our subcommittee, that without a proper education, a person is all but destined to be on the lower end of the totem pole of life.

The ability to earn a decent wage, the ability to secure decent living quarters, the ability to function effectively in an American society, or to simply enjoy the rewards of American life, all of those depend on obtaining an education.

It is time that we woke up to the fact that those students who drop out of school not only do a disservice to themselves, but also to the rest of society as well. According to our research estimate, dropouts cost our Nation some $71 billion in lost tax revenue, $3 billion for welfare and unemployment, and $3 billion for crime, which all totals $77 billion a year.

H.R. 3042, as you said, is not an end to our Nation's dropout problem. I believe, though, and most of you have indicated that you agree. It would go a long way toward providing some very necessary programs and, hopefully, will be able to convince some of my colleagues in tomorrow's markup that this is a problem that we can no longer overlook.

Solutions to which our school systems can take advantage of in addressing the dropout problem is a part of H.R. 3042.

Mr. Chairman, in conclusion, I want to personally commend you and your entire staff for bringing the subcommittee to Chicago. I am certain the information our invited witnesses presented today, will more than justify this bill and your visit.

Thank you very much. [Applause.]

This concludes the meeting of the committee.

[Whereupon, at 12:50 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows:]

TESTIMONY OF THE HONORABLE CARDISS COLLINS, 7 DISTRICT ILLINOIS
BEFORE THE HOUSE EDUCATION AND LABOR COMMITTEE'S ON ELEMENTARY,
SECONDARY AND VOCATIONAL EDUCATION.
10:00 A.M. MONDAY, JUNE 23, 1986 AT THE CHICAGO URBAN LEAGUE
BUILDING, 4510 S. MICHIGAN.

ITS TIME TO SAVE AMERICA'S MINDS

Mr. Chairman, the bill that we are addressing today, the Dropout Prevention and Reentry Act, is of urgent importance. Education represents the future of America. Today's students will be tomorrow's leaders. This future is threaten by an increasing dropout rate among our students; a situation which is rapidly getting out of hand. It is a crisis that could sap the mental strength of America.

THE PHENOMENON INFECTS ALL OF THE NATION'S SCHOOLS, BUT IT IS PARTICULARLY RAMPANT WITHIN IMPOVERISHED COMMUNITIES. THE ATLANTIC MONTHLY REPORTED RECENTLY THAT DU SABLE HIGH SCHOOL HERE IN CHICAGO HAS A DROPOUT RATE OF FIFTY-ONE PERCENT. FIFTY-ONE PERCENT%! THAT FIGURE IS ABSOLUTELY APPALLING! WHAT HAPPENS TO THESE DROPOUTS? ARE THEY SIMPLY MOVING INTO JOBS THAT DO NOT REQUIRE A HIGH SCHOOL DEGREE?

UNFORTUNATELY NO. FOR THE VAST MAJORITY OF THESE INDIVIDUALS THE FUTURE WILL BRING ONLY POVERTY, MISERY, AND DESTITUTION. THEY WILL BECOME DEPENDENT ON GOVERNMENT SUBSIDIES AND WILL NEVER TAKE THEIR PROPER PLACE AS TAX PAYING CITIZENS. IN THE PAST, AN INDIVIDUAL WHO DID NOT HAVE AN EDUCATION COULD ALWAYS FIND PHYSICAL WORK, BUT TODAY MORE AND MORE JOBS REQUIRE AN EDUCATED MIND. THE DROPOUTS OF TODAY WILL BE HELPLESS IN TOMORROW'S TECHNOLOGICAL WORLD.

THE FUTURE DEPENDENCE OF THESE DROPOUTS ON THE GOVERNMENT FOR THEIR SUPPORT IS BAD ENOUGH. THERE IS, HOWEVER, AN EVEN GRAVER EFFECT. AMERICA IS LOSING THE BRAIN POWER OF THESE PEOPLE. AS EDUCATED CITIZENS, THEIR MINDS WOULD BECOME A RESOURCE FOR THE NATION. THEY WOULD TAKE THEIR PLACE AS PHYSICISTS, DOCTORS, AND LAWYERS. SOME WOULD BECOME AIRLINE PILOTS. OTHERS MIGHT OPEN SMALL BUSINESSES. WHATEVER THEIR POSITIONS, THEY

WOULD ADD THEIR MENTAL POWER, THEIR INTELLIGENCE, AND THEIR KNOWLEDGE TO THE COMMON POOL THAT IS AMERICA. THE DROPOUT CRISIS IS STEALING THIS RESOURCE FROM THE NATION. OUR SOCIETY IS LOSING BECAUSE YOUNG PEOPLE ARE NOT RECEIVING THE PROPER COUNSELLING AND HELP NEEDED TO ENABLE THEM TO STAY IN SCHOOL.

THE ISSUE OF EDUCATION HAS BEEN OF GREAT IMPORTANCE TO ME THROUGHOUT MY CAREER. EDUCATION

IS THE VEHICLE BY WHICH THOSE IN POVERTY CAN BREAK THE CHAINS THAT BIND THEM AND TAKE THEIR RIGHTFUL PLACE IN SOCIETY. THAT IS WHY I JOINED WITH MY COLLEAGUES LONG AGO TO CREATE THE DEPARTMENT OF EDUCATION AND TO ESTABLISH A COORDINATED NATIONAL POLICY ON EDUCATION. RECENTLY, I HAVE COSPONSORED LEGISLATION EXTENDING EDUCATIONAL BENEFITS TO THE DISADVANTAGED AND THE HANDICAPPED, GRANTING THEM EVEN GREATER OPPORTUNITIES. IT IS FRUSTRATING

ENOUGH TO SEE THESE EFFORTS THREATENED BY MEASURES SUCH AS THE GRAMM-RUDMAN-HOLLINGS ACT, A MISGUIDED LAW THAT COULD DRASTICALLY REDUCE EDUCATIONAL BENEFITS. EVEN MORE DISHEARTENING IS THE DROPOUT RATE. IF PROGRAMS ARE NOT INSTITUTED SOON TO REVERSE THIS TREND, ALL OUR EFFORTS IN SUPPORT OF EDUCATION WILL HAVE BEEN IN VAIN.

H.R. 3042 IS A STEP IN THE RIGHT DIRECTION. IT AUTHORIZES $50 MILLION FOR A CROSS-SECTION OF SCHOOL DISTRICTS TO UNDERTAKE NEW APPROACHES TO

DROPOUT PREVENTION AND METHODS FOR ASSISTING DROPOUTS DESIRING TO REENTER SCHOOL. THIS WILL ENCOURAGE THE DEVELOPMENT OF CREATIVE SOLUTIONS TO THE PROBLEM. THE BILL WILL ESTABLISH A NATIONAL SCHOOL DROPOUT STUDY, TO DETERMINE THE NATURE AND EXTENT OF THE CRISIS AND TO OUTLINE THE BEST MEASURES TO ADDRESS IT. THE GRANT-MAKING PART OF H.R. 3042 WILL ENABLE THOSE SCHOOLS MOST AFFLICTED

TO CONCENTRATE ON PREVENTION. FINALLY, THE BILL WILL PROVIDE THE FOUNDATION OF EFFECTIVE DROPOUT PREVENTION STRATEGIES FOR OUR NATION'S SCHOOLS.

THIS IS AN IMPORTANT HEARING TODAY. THE WITNESSES TESTIFYING HERE WILL DO THEIR BEST TO ENLIGHTEN AND INFORM US CONCERNING THE DROPOUT CRISIS. I URGE MY COLLEAGUES TO JOIN WITH ME IN APPLYING THE EXPERTISE OF THESE WITNESSES, AS WE REVIEW H.R. 3042. THE TIME TO ADDRESS THE PROBLEM IS NOW. LET'S KEEP OUR CHILDREN IN THE CLASSROOM AND GET THE DROPOUTS BACK IN SCHOOL. THE FUTURE OF AMERICA DEPENDS ON US.

PRESENTATION OF TESTIMONY TO

Subcommittee on Elementary, Secondary and Vocational Education

U.S. House of Representatives

H.R. 3042

Salvatore G. Rotella, Chancellor
City Colleges of Chicago
30 East Lake Street
Chicago, Illinois 60601

June 23, 1986

Mr. Chairman and members of the U.S. House of Representatives Committee on Education and Labor, I appreciate this opportunity to offer a community college perspective of the painfully high dropout rate among our secondary school students. My comments will specifically focus on the general concept and merits of the Dropout Prevention and Re-entry Act of 1986 (HR 3042).

It is truly amazing that, throughout the years, educators continually dissect the American school system and yet say so little about the problem of drop-outs. As John Goodlad once stated, "The quality of an educational institution must be judged on its holding power, not just an assessment of its graduates."

Retention of students--or holding power--at the high school level is an issue familiar to educators in every city, town and village in this country. The shadow of escalating drop-out rates, however casts a more ominous darkness on minority students residing in large urban areas. In Chicago, alone, the dropout rate for Hispanics is 47%; Blacks, 45%; Whites 35%. This is compared to an average national dropout rate of 29%. The social costs attached to such a large population of undereducated teens with only time on their hands are overwhelming and well documented. Furthermore, both the individual and society shoulder the burden of these costs through, for example:

1) increase in crime--leading to higher costs of court and incarceration;
2) lower labor productivity;
3) reduced national income;
4) foregone tax revenues;
5) lessened social mobility;
6) poor health;
7) and, most unfortunate, a one-way ticket to permanent residence in our ever-growing underclass.

The problem is clearly defined -- and it is national in scope. Piecemeal solutions sponsored by individual state and local governments--though marked with good intentions--will not reach the root of the problem. Federal leadership is necessary if we decide to take the drop-out dilemma seriously and implement viable programs to help develop students into productive citizens.

In this regard, the components of HR 3042 are most meritorious and deserving of the full support and endorsement of all members of Congress.

First, there is a widespread concern among those involved in high school retention programs over the lack of comprehensive data on dropouts. National surveys and local school assessments provide divergent figures on the number of dropouts. Comparative analysis among school districts is virtually impossible mainly because there is no clear definition of what constitutes a "dropout". Districts use different standards, for example, to determine when students have left one school and not enrolled in another. Some districts count students who leave school due to pregnancy while others do not include pregnant students. The chronic truant is considered a dropout in some districts and not in others. These discrepancies are endless and contribute to the dearth of relevant data on dropouts.

HR 3042 attempts to ameliorate this situation by directing the Secretary of Education to conduct a national study which will define the nature and extent of the nation's dropout problem. This is a worthwhile venture that should enable better planning and information sharing by local districts. Without central data, solutions are arbitrary and capricious.

Second, the dropout dilemma is not monolithic. Some students are labeled dropouts at the age of thirteen, while others wait until their senior year to leave high school. Some students leave because of poor grades and the inability to get along with teachers and classmates, others leave to seek employment, while still others leave because of gang involvement or intimidation. Many female students drop out because they are pregnant. Some students seek re-entry into an academic program soon after they drop out, others wait until they are adults before attempting to achieve a high school diploma or its equivalent.

Such diversity among the dropout population clearly suggests that a variety of programs from a variety of sources should be made available to all those interested in returning to the classroom. There is a definite role for the local school district, neighborhood organizations and community college to play in creating opportunities for academic and professional advancement for students who prematurely leave high school.

The preeminent example of community college involvement in the alternative high school movement is the LaGuardia Middle College.
Located in New York City, Middle College is jointly administered by LaGuardia Community College and the New York City Board of Education. In operation since 1972, this school for students at risk of dropping out has an 84.5 percent average daily attendance rate and 85 percent of its graduates are accepted into college. The attrition rate is a mere 14.5 percent, compared to the overall New York City average of 46 percent.

Using LaGuardia as a model, the City Colleges of Chicago recently christened its own alternative high school program. The program, located at two college campuses, are full-day high schools which emphasize academic classes and career education. The target population are students, sixteen and older, who have not completed high school. Funding was made available by the state of Illinois through the Truants' Alternative and Optional Education program which was part of Illinois' educational reform package.

Small class size allows for more personal interaction between student and teacher, as well as among classmates, than was possible in the traditional high school environment. Because the high school is located within a community college, college students serve as role models for the alternative high school participants. Exposure to the opportunities available to college students may encourage students to not only complete their high school degree, but also pursue a college diploma.

The City Colleges of Chicago also serves as fiscal agent for several community-based alternative high school programs. These community agencies were not allowed to directly request state funds under the Truants' Alternative and Optional Education program and requested the help of the City Colleges of Chicago to serve their at-risk youth.

The community college movement has made a distinct turn from single purpose institutions to colleges with a range of purposes and programs that serve the needs of the community. Our mission and goal of promoting equity and excellence in education to all citizens interested in expanding their opportunities is particularly relevant to assisting the many high school dropouts seeking a renewed lease on life. Thus, I suggest that the provisions of HR 3042 include community colleges in the demonstration projects for high school dropouts.

In conclusion, dropout programs should be viewed as investments that have the potential of producing large dividends to society and the individual. Funds allocated for successful education programs for dropouts will save taxpayers money in the long run through, most significantly, decreased expenditures on welfare and crime. Most important, however, is the positive effect the granting of a high school diploma will have on a student who has suffered the indignities of being undereducated and unemployable. In the words of a recent dropout who is now attending class at the City Colleges of Chicago's alternative high school, "This school is my second chance to succeed in life."

I urge the United States Congress to quickly pass HR 3042 in order to give more struggling students a second chance.

Presented by Charlotte E. Senechalle, Secretary

CITIZENS SCHOOLS COMMITTEE
38 S. Wabash • Chicago, Illinois 60603 • Phone: (312) 726-4678

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June 23, 1986

STATEMENT OF CITIZENS SCHOOLS COMMITTEE TO CONGRESSIONAL HEARING HELD BY CONGRESSMAN CHARLES HAYES AT THE CHICAGO URBAN LEAGUE

A 1986 study by the Chicago Panel on Public School Finances found the drop out rate citywide in the Chicago public schools to be 43% for the class of 1982. Current estimates as reported in the media put it as high as 50%.

The problem is not new. In the early years of this century young people could leave school for work at 14, but were required to attend continuation school until the age of 16. Dropping out was common and did not carry the stigma of today's drop out, but there were jobs. In today's society, with changing technology and high unemployment, there are few jobs available for drop outs which do not require a high school diploma or its equivalent.

In 1950 the Department of Instruction and Guidance of the Chicago public schools issued an outline for the discussion of "Holding Power - the Number One Problem of Our Nations Schools". A drop out was defined as an individual who has left school before graduation from high school.

Also in 1950, a "Work Conference on Life Adjustment" held in Chicago recommended the following:

1. Cumulative records to facilitate early identification of potential drop outs;
2. Extension of counseling into elementary schools;
3. Diversifying the curriculum;

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4. Humanizing instruction;
5. Enlisting more students in extra curricular activities;
6. Offering supervised work experience;
7. Interesting the teaching staff;
8. Establishing evening schools for adults;
9. Study and reduce "squeeze-out"(now referred to as "push-out";
10. Establish uniform accounting for drop outs:
11. Intensify supervision;
12. Enlist community aid; and
13. Provide home counselors.

In 1959, a study by the Chicago Federation of Settlements and Neighborhood Centers expressed the deep concern of the Federation for the drop out problem, stating that 50% of youngsters entering Chicago high schools drop out before graduation. The Federation's recommendations included flexibility of programs, preparation for the job market, work-study programs, in-service training for teachers, especially in guidance, cooperation between schools and social agencies, and the employment of social workers for individual counseling service.

The Chicago Board of Education published a High School Drop Out Report for the 1966-67 to 1973-74 school years. The city wide drop out rate for the 1973-74 year was cited at 9.8%. The current rate cited by the Chicago Public Schools is about 8%.

In July 1974 a Research Report entitled "Students Removed from School Attendance Rolls" in Chicago and Suburban Cook County was published by the Educational Service Region of Cook County, Richard J. ,artwick, Superintendent. It concluded that "Schools must provide alternative options for those students who are not served by the traditional school program".

The study stated that:

1. In Cook County suburban high schools 3.36% and in Chicago 14.7% were off school rolls for various reasons.

2. A major problem is funding - to provide good teachers, expanded and renovated facilties and materials and good counseling, and for developing career education programs which should be individualized and more relevant to the real world of work.

3. Identified as part of the problem were suspensions and expulsions as well as more subtle ways of encouraging young people to leave school.

In 1982, Citizens Schools Committee's School Accountability Study, "Better Schools for All Chicago", recommended early identification, diagnosis and remediation be provided for students with mathematics, reading or attendance problems, that a special educational plan be developed for older below-level students who are not fulfilling requirements for graduation, counseling on a continuing basis as soon as it is indicated that a student is not fulfilling those requirements, and inclusion of students and their parents in the setting of goals and their attainment.

The above are from publications in the Citizens Schools files. The list of recommendations from the 1950 conference 36 years ago are surprisingly similar to today's proposed remedies. The problem has been well identified over the years, solutions recommended, but obviously little progress made.

Citizens Schools Committee, as a member of the Chicago Panel on Public School Finances, endorses the recommendations of the Panel's Study of Drop outs from the Chicago Public Schools including:

1. A curriculum more relevant to the needs of students who are potential drop outs;

2. An intensive effort to help the elementary schools better prepare students for high school [illegible]

students for high school;

3. Special attention to high schools receiving proportionately higher numbers of under-achieving students and

4. Changes in the management of student information by the Chicago Board of Education in tracking the progress of students in the system from entry to graduation.

If dollars are the deterrent to the solutions, then it is time to consider the alternatives of increased welfare and crime rates and their costs compared to the cost of providing the programs and services. It is time to set priorities. It is time to act.